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Title I of the Elementary and Secondary Education Act of 1965 is California's major source of funds for compensatory education programs designed to enhance the educational attainment of children from poverty backgrounds. The annual state evaluation report provides information on the distribution of Title I funds, the number of students served, and the types of activities provided through these funds. An evaluation of selected activities provides information concerning the effectiveness of various activities in relation to the demographic characteristics (central city, urban, suburban, and rural) of the school districts receiving funds. Also presented is an evaluation of the California plan for migrant education, including innovative and exemplary projects, administrative coordination, and evaluation methods. Other special programs evaluated in this document are programs for neglected and delinquent youths, the mentally retarded and mentally ill, and the handicapped. (DK)

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Annual Evaluation Report

Compensatory Education In California 1966-67

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CALIFORNIA STATE DEPARTMENT OF EDUCATION
MAX RAFFERTY—SUPERINTENDENT OF PUBLIC INSTRUCTION
SACRAMENTO 1967

Annual Evaluation Report

COMPENSATORY EDUCATION 1966-67

Based on Projects Conducted Under
the Elementary and Secondary
Education Act of 1965, Title I

Prepared by

Office of Compensatory Education
Bureau of Evaluation and Research

PREFACE

An annual evaluation of California's compensatory education program under the Elementary and Secondary Education Act, Title I, is required by federal legislation and by the state McAteer Act of 1965. The State Office of Compensatory Education has the responsibility of evaluating and disseminating information to school districts and other interested parties on the results of activities designed to strengthen the educational program for children from disadvantaged backgrounds.

California's ESEA Title I program was initiated in the spring of 1966. This report contains an evaluation of the program during the 1966-67 school year, the first full year of operation. Most of the Title I activities were operated by school districts for disadvantaged children regularly enrolled in school. Specialized programs were also implemented for children of migrant agricultural workers, handicapped children in state schools and hospitals and neglected and delinquent children in state and local institutions.

Major responsibility for the preparation of the state report was assumed by Robert A. Braund, Alexander I. Law, J. Vincent Madden, Hubert ~~Reeves~~ and Gerald S. Rider, consultants in the Bureau of Evaluation and Research; and Ralph D. Benner, consultant in the Bureau of Community Services.

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SUMMARY REPORT

This section is a synopsis of the evaluation report of compensatory education activities under the Elementary and Secondary Education Act of 1965, Title I.

SUMMARY REPORT

The goal of compensatory education is to enhance the educational attainment of children from poverty backgrounds. Compensatory education recognizes that if every child is to receive an equal opportunity to succeed to the full extent of his potential, the schools must give special attention to children who have educational needs that cannot be met by the regular instructional program.

Children from lower socio-economic backgrounds generally do not come to school as prepared for successful learning as do their more advantaged classmates. The disadvantaged child does not have the verbal and language skills which form the basis of classroom instruction. He is likely to lack many of the cultural, social and educational experiences common to children of his age group. His parents generally have a low educational background and are unfamiliar with the educational process. He may be in poor health and may lack adequate nutrition.

This combination of factors often results in the disadvantaged child developing a poor self-image and a lack of educational aspiration that further impedes his learning progress. Past evidence based on test scores in reading indicated that the average child from a poverty background gained approximately 0.7 of a year's growth per school year. Thus he tended to fall farther and farther behind his middle class schoolmates as he progressed through the grades.

The Elementary and Secondary Education Act of 1965, Title I, is California's major source of funds for compensatory education. The Act authorized federal funds to strengthen educational programs for economically, socially and culturally disadvantaged children. Title I was first implemented in the spring semester of 1965-66, and the 1966-67 school year marked its first full year of operation.

California's allocation under ESEA Title I for 1966-67 was $73.6 million, as compared to $78.5 million in 1965-66. New amendments passed by Congress in 1966 earmarked part of the state's allocation for educational programs serving children of migrant agricultural workers, and neglected and delinquent youths in state and local institutions. Mentally ill and mentally retarded children in state hospitals and state schools were also provided additional services through Title I.

When funds for programs for specialized categories of disadvantaged children were subtracted from the state's total Title I allocation, the amount available for school district programs in 1966-67 was $70.7 million, with 938 districts participating. Funds were allocated to school districts according to the number of children from families that met the low income criteria.

While the funds available for school district programs decreased, the number of students eligible and participating increased from 289,382 in 1965-66 to 372,146 in 1966-67. Therefore, the amount of Title I funds approved per student dropped from $252 in 1965-66 to $190 in 1966-67.

Title I programs served disadvantaged public and non-public school students of all ages, ranging from youngsters who had not yet entered kindergarten to teenagers who had already dropped out of high school. Table A shows the grade-by-grade distribution of Title I participants. About two-thirds of the students were in the elementary grades.

TABLE A

NUMBER OF STUDENTS PARTICIPATING IN TITLE I PROGRAMS 1966-67

Grade	Public	Non-Public	Total	% Public	% Non-Public
P	5,296	218	5,514	96.04	3.95
K	28,739	56	28,795	99.80	.19
1	40,485	1,417	41,902	96.61	3.38
2	40,489	1,785	42,274	95.77	4.22
3	36,343	1,730	38,073	95.45	4.54
4	30,277	1,836	32,116	94.28	5.71
5	28,658	1,502	30,160	95.01	4.98
6	27,539	1,225	28,764	95.74	4.25
7	24,797	1,757	26,554	93.38	6.61
8	22,535	1,512	24,047	93.71	6.28
9	23,262	528	23,790	97.78	2.21
10	19,258	909	20,167	95.49	4.50
11	15,780	836	16,616	94.96	5.03
12	12,548	829	13,377	93.80	6.19
Total	356,006	16,140	372,146	95.66	4.33

TABLE B

DISTRIBUTION OF TYPES AND FREQUENCY OF ESEA TITLE I ACTIVITIES 1966-67

Type of Activity	Primary Activity # of Act.	Primary Activity % of Act.	Secondary Activity # of Act.	Secondary Activity % of Act.	Tertiary Activity # of Act.	Tertiary Activity % of Act.
Curriculum Programs	640	57.2	188	23.4	76	14.3
Reduction of Teacher Load	90	8.0	90	11.2	70	13.2
Cultural Enrichment	71	6.3	79	9.8	48	9.0
Guidance and Counseling	60	5.3	103	12.8	60	11.3
Supportive Aux. Services	55	4.9	77	9.6	47	8.8
Preschool	40	3.5	38	4.7	27	5.0
Inservice Education	39	3.4	47	5.8	49	9.2
Study Centers and Tutoring	30	2.6	20	2.4	16	3.0
Attitude Development	29	2.5	69	8.6	44	8.3
Health Services	20	1.7	35	4.3	37	6.9
School-Community Coordination	15	1.3	13	1.6	14	2.6
Attendance Imp.	11	.9	17	2.1	17	3.2
Miscellaneous	6	.5	6	.7	12	2.2
Dropout Projects	5	.4	4	.4	5	.9
Summer School	3	.2	15	1.8	4	.7
Intergroup Relations	2	.1	1	.1	3	.5

OBJECTIVES AND ACTIVITIES

Each district determined its objectives from the particular educational needs of disadvantaged children in its schools. Activities were developed to implement the objectives. The most frequent objectives of California's Title I projects, stated in general terms, were:

- Improve classroom performance in reading beyond usual expectation.
- Improve performance as measured by standardized achievement tests.
- Improve the verbal functioning level of the children.
- Improve the children's attitudes toward school and education.
- Improve the children's self-image.

The categories of activities and their frequency as the primary, secondary or tertiary activity of school district projects conducted under Title I in 1966-67 are shown in Table B. As the categories of primary, secondary and tertiary are mutually exclusive, adding the percents of the three categories would be misleading. Secondary and tertiary activities were implemented, in most cases, to support the objectives of the primary activity.

For example, a district's project may have had as its major objective the improvement of reading skills. Its primary activity would be reading instruction which falls in the curriculum programs category. Recognizing that one cause of its students' reading problems might be impaired eyesight and hearing, the district hired personnel for vision and audiometric screening. Health services would be the district's secondary activity. In addition, the project may have included study trips to broaden the students' backgrounds and employment of teacher aides to enable the teacher to work more intensively with individual students. Reduction of teacher load and cultural enrichment would be designated as tertiary activities of the project.

The activities were identified by projects and not by districts. Some districts operated several projects, with each of these having a primary activity and perhaps supporting activities. Another district conducting the same activities, but under one project, may have had only one primary activity and several secondary and tertiary activites. Table B is based on 1,118 projects implemented by 702 districts.

The majority of the primary activities were curriculum programs directed toward raising achievement in subject skill areas. The most frequent curriculum programs were in the areas of reading and basic communication skills. Other activities in the curriculum programs category, but conducted less frequently, were English as a Second Language, social sciences, science, mathematics and a comprehensive curriculum comprising more than one subject area.

Second in order of emphasis as a primary activity was reduction of teacher load, which accounted for eight percent of the projects. The most prevalent method of reducing teacher load was employment of teacher aides, followed by the addition of elementary grade teachers. Other categories accounting for more than five percent of the primary activities were cultural enrichment and guidance and counseling.

A comparison between 1966-67 and 1965-66 activities indicates a shift in emphasis between the two years. Curriculum programs, which constituted 47.2 percent of the 1965-66 projects, increased by 10 percentage points as the primary activity. Cultural enrichment and auxiliary services -- which included library services, physical education, special education and speech therapy -- decreased in emphasis as primary activities. Reduction of teacher load, which comprised 23.4 percent of the secondary activities in 1965-66, accounted for only 11.2 percent of the secondary activities in 1966-67. Part of the decrease could be attributed to the 1966 amendments to the McAteer Act of 1965, which made available state funds for reducing pupil-teacher ratio in urban school districts.

To implement their Title I activities, school districts increased their staffs by 20,174 persons, of which about 6,500 were volunteers. The largest increase in employed personnel was in the category of teacher aides, with 4,274 hired on a full time or part time basis. Elementary school teachers comprised the next largest group of new employees. The number of positions supported by Title I during 1966-67 is shown in Table C.

State guidelines require that school districts establish advisory committees for Title I to insure community involvement in programs for disadvantaged children. A total of 7,577 persons served on school district advisory committees during 1966-67. Of the committee members, 5,012 were residents of the target area, and 2,869 of these were parents of disadvantaged children participating in Title I activities.

EVALUATION METHODS

Standardized achievement tests were used by most districts to evaluate the effectiveness of their Title I projects in meeting the stated objectives. This reflects the emphasis of the projects on raising student achievement level. Teacher observations were the second most frequently used evaluation technique. The 10 most common evaluation methods are shown in Table D. Six of the top 10 ranked devices were objective in measurement, while the remaining four were subjective.

TABLE C

NUMBER OF POSITIONS SUPPORTED BY ESEA TITLE I FUNDS

1966-67

Positions	Full Time	More Than Half-Time Less than Full-Time	Half-Time or Less	Total
Teaching				
Teacher - Pre-kindergarten	207	30	60	297
Teacher - Kindergarten	111	4	20	135
Teacher - Remedial Reading	985	71	261	1,317
Speech Correctionist	29	7	30	66
Teacher of the Handicapped	42	3	37	82
Elementary Teacher	633	112	1,003	1,748
Secondary Teacher	624	68	275	967
Other Teaching Assignments not listed above	205	41	570	816
Total Teaching	2,836	336	2,256	5,428
Non-Teaching				
Teacher Aide	1,412	934	1,928	4,274
Librarian	140	26	92	258
Supervisor or Administrator	170	33	289	492
Counselor	268	16	124	408
Psychologist	54	12	112	178
Testing Assignment	20	2	34	56
Social work assignment	50	11	27	88
Attendance Assignment	42	5	22	69
Nurse	115	25	118	258
Dental Hygienist	4	1	10	15
Clerical Position	754	116	349	1,219
Volunteer	81	113	6,350	6,544
Other	252	37	598	887
Total Non-Teaching	3,362	1,331	10,053	14,746
GRAND TOTAL	6,198	1,667	12,309	20,174

TABLE D

TYPES OF EVALUATION DEVICES
USED MOST FREQUENTLY TO ASSESS PROJECT ACTIVITIES
1966-67

Type	Percentage of Projects
Standardized Achievement Tests	58.4
Teacher Observations	11.8
Questionnaires to Teachers	6.6
Anecdotal Records	6.0
Other Published Tests	5.2
Pupil Count	3.5
Locally Constructed Achievement Tests	3.4
Ability Tests	1.8
Questionnaire to Students	1.7
Local Attitude Scales	1.5

FINDINGS

In practically all cases, the achievement rate of students in Title I programs increased as measured by objective tests. The range of gains was substantial. Relatively few districts reported average gains of less than a month for every month of instruction, while in some districts the average was almost three years' gain during the year. In rare instances, the growth exceeded four years in special tutorial programs with highly individualized instruction.

The majority of the gains can be classified as significantly more than the one month's growth per month of instruction that the students averaged during the brief operation of Title I in 1965-66. Thus, the achievement gap that has traditionally existed between the disadvantaged student and the middle class student appears to be gradually closing. Title I students increased in percentile rank on standardized achievement tests, although the majority still fall in the first quartile.

An analysis of the evaluation data submitted by school districts leads to certain conclusions:

- The greatest progress in achievement was observed in districts, schools and grade levels that had the most comprehensive compensatory education programs concentrated on a few selected objectives. Projects which attempted through a single activity -- such as field trips or arts and crafts -- to overcome the learning problems caused by poverty usually failed to result in demonstrable achievement gains.

The majority of the Title I programs were comprehensive in nature, with the primary activities concentrated in skill development areas, usually reading or language development. Supportive activities of successful programs included diagnosis of individual student learning difficulties, counseling and guidance, inservice training of staff personnel and efforts to increase parent involvement in the educational process.

A frequent element of successful comprehensive programs was a reduced pupil-teacher ratio, usually accomplished by employment of teacher aides. However, programs which consisted solely of reduced teacher load or class size -- without additional services or specialized instruction -- were generally not as effective in raising student achievement as were the comprehensive programs.

- Achievement gains tended to be greatest in the elementary grades, especially in grades one through five. The least amount of growth was at the high school level, where some of the districts reported gains of less than one month per month of instruction. Generally, the elementary students tended to receive more saturated Title I services than did the secondary students. Also, increments of growth are more easily measured and observed in the elementary grades than in the secondary grades.
- Greatest gains, on the average, were recorded in medium sized urban areas, and the least demonstrated gains were in the rural areas. Medium sized urban districts, which had Title I allocations large enough to support a comprehensive compensatory education program but had smaller concentrations of disadvantaged students with less severe educational problems than did the largest districts, averaged about two months' growth for every month of instruction. The largest districts' average was about a month's growth per month of instruction.

The rural districts, on the other hand, tended to have smaller allocations with disadvantaged students spread over a larger geographical area. These districts generally spent less per Title I student, indicating an effort to reach more children with a less comprehensive program. Rural districts also tended to lack the specialized personnel to implement or evaluate a comprehensive program. While rural districts reported positive change by their students, usually in grades one through five, in most cases the objective data submitted by the districts were inadequate to determine the specific magnitude of growth.

- In addition to increased student achievement, most districts reported that students in Title I programs improved in attitudes toward school, motivation in learning and self-confidence. These factors were often reflected in an increase in school attendance and a decrease in dropout rate and behavioral problems.

Following are descriptions of some of the Title I activities and services.

Reading. Title I students usually scored higher gains in vocabulary or word recognition skills than in paragraph meaning. Some districts made comparisons of gains of students from varying income backgrounds within the target areas. Children from the lowest income group in the target area schools made greater gains in vocabulary than in paragraph meaning, while the reverse was true of students from relatively higher income families within the target area.

Students with the most severe reading disabilities among the disadvantaged students in the target area were selected for remedial reading instruction. These students were usually a year or more behind the reading level of their disadvantaged classmates, which meant they were even further behind when compared to the general student population.

The most frequent organizational system for remedial reading was use of a special reading teacher who worked with a team in a reading laboratory to diagnose and remedy individual learning deficiences. Almost 57 percent of the reading projects used this system. Other frequent procedures were employment of teacher aides to assist regular classroom teachers during reading instruction and employment of additional classroom teachers to reduce class size. Many districts used more than one organizational system or modified the structure to account for variations in reading needs of students. For example, some districts used reading specialists for students with severe reading disabilities, while teacher aides were provided for the regular teachers to assist students with less severe problems.

An analysis of the most effective reading projects showed that they involved a substantially higher expenditure per student than the average for the state. Characteristics of the projects in which students with severe reading disabilities showed the greatest achievement gains were:

- Students received reading instruction from a remedial reading specialist. Some projects also included the use of an aide to assist the remedial reading specialist.
- The organizational system included extensive diagnostic services to identify causes of reading and/or learning deficiencies and specify remediation techniques. Some districts also developed case conference techniques using a variety of specialists to determine the causes of reading and/or learning difficulties. Case conferences included recommendations and observations from the nurse, reading specialist, classroom teacher, counselor, teacher aide and school psychologist.

- The pupil-teacher ratio during remedial reading instruction was five to one or smaller.
- The organizational system provided for frequent communication between the reading specialist and the classroom teacher to discuss individual student progress.
- The organizational system used more than one instructional method for remedial reading. A pragmatic approach to reading instruction was adopted. The focus was on finding methods or techniques which were successful with each individual student. Districts reported success in using a variety of instructional methods, including phonics training, creative writing, language experience stories and linguistic approaches.
- The student received instruction in a room specifically organized for remedial reading instruction. The reading laboratory, also called a language laboratory or reading clinic, contained a wide variety of mechanical and printed devices which enabled the individual student to proceed at his own pace in remediation of a specific deficiency. Immediate assistance from an aide or a reading specialist was available when the student was not successful.

In summary, the key to reading improvement for students with severe reading disabilities was a flexible instructional system conducted by a reading specialist working closely with the classroom teacher. The instructional system contained enough individualized instruction and specialized materials to guarantee daily success and continued improvement by each student.

Guidance and Counseling. Guidance and counseling activities were aimed primarily at improving student attitudes, raising educational and occupational aspirations, improving school-parent relationships and diagnosing student learning problems. In most cases guidance and counseling was a supportive activity to a curriculum program.

Individual counseling was the most frequent procedure, followed by psychological testing. Parent and group counseling were also conducted in Title I programs. Among the trends was increased use of social workers for home visits and counselors at the elementary and junior high school level.

The most effective counseling procedures were multiple counseling sessions, in which the counselor met with the student regularly over a substantial period of time, usually more than one semester. Other characteristics of effective counseling programs were:

- There was frequent consultation between the classroom teachers, administrators and counselors.
- Contacts between the counselor and the parents of the student were frequent.
- After diagnosing the student's learning problems, provision was made for follow-up activities. Thus, the counseling and psychological staff assisted the school in placement of the student, then followed his progress in the compensatory education program.

Inservice Training. An important element in the strengthening of instructional programs for disadvantaged youth is an effective inservice training program for personnel in compensatory education activities. In the first year of Title I, the emphasis of inservice training projects was on improving the attitudes of school personnel toward disadvantaged children. During the 1966-67 school year, there was a significant shift from understanding the problems of the disadvantaged to the development of specific skills to meet the needs of disadvantaged students. There was also an increase in the number of inservice training projects concentrating on improving skills in diagnosing educational and learning deficiences and on development of new curriculum materials. Very little inservice training was directed specifically at improving skills in guidance and counseling.

Elementary school teachers comprised more than two-thirds of the participants in training activities, while about one-fourth were secondary teachers. Only a small percentage of the participants were administrators or non-certificated personnel, such as teacher aides.

Although the types and intensity of inservice training activities varied considerably, the most promising inservice projects were characterized by the following factors:

- The goals of the inservice program were clearly defined and a concentrated effort was made to improve instruction in a specific area.
- The inservice program included all the professional and para-professional staff whose acquisition of new knowledge or a specific skill would affect the behavior or achievement of disadvantaged students.
- Districts used a workshop approach with an organizational structure which provided for small group interaction.
- Skills were developed or modified over an extended period of time during the regular school year.

- The attitude change or new skill advocated during the inservice program was implemented and modified under local classroom conditions with local students.
- The organizational system included routinely scheduled periodic group meetings of participants for discussion, evaluation and modification of new techniques and materials advocated during the initial phases of the training program.

Least effective were inservice training programs that consisted of one all day meeting for the school year. It was usually a large group meeting with a formal speaker, and did not provide opportunities for individual participants to actually use new techniques or materials with disadvantaged students.

Teacher Aides. Teachers and administrators gave high praise to the value of non-certificated teacher aides in compensatory education activities. The aides were hired to reduce pupil-adult ratio, provide assistance and service to certificated personnel, allow the teacher time for special attention to individual students and serve as liaison between school and home.

Assignments for teacher aides varied widely. The activities most frequently performed by aides were preparation of instructional materials, working with individual students and small groups, supervising class work and group games, correcting papers and performing clerical duties. In addition to using aides for classroom teachers, many districts employed aides to reading specialists, community workers, nurses, counselors, librarians and other personnel.

Teacher aides were most successful in projects where:

- The aides, along with the classroom teachers, received inservice training to familiarize them with the nature and purposes of the compensatory education program.
- The duties of the aides were clearly delineated.
- Bilingual aides were used in schools with large numbers of non-English speaking students.
- The aides were recruited from the target area population.

English as a Second Language (ESL). English programs for non-English speaking students were concentrated in three areas of the state: the southern counties adjacent to the Mexican border, the San Joaquin Valley agricultural area and the large cities.

Most of the ESL projects were conducted in special classrooms by bilingual teachers with the assistance of bilingual aides. Resource teachers were often employed to prepare materials for the teachers and students. Most of the programs relied on new and often experimental materials. Evaluation data indicated that the students' reading comprehension, ability to express ideas in English clearly and confidence in speaking increased as a result of ESL activities.

The most successful ESL projects were those which included extensive involvement of parents and community resource persons in the activities. At the secondary level, an effective technique was to relate the use of English skills to vocational training programs.

Preschool. An analysis of test data indicated that kindergarten children who had attended preschool scored substantially higher on reading readiness tests than did disadvantaged children who had not gone to preschool. The preschool programs were particularly helpful to youngsters from homes where English is not the primary language. The preschool children also scored higher on intelligence tests after participation in preschool activities.

Other evaluation devices, such as teacher rating scales, indicated that the preschool children made appreciable progress in language and cognitive development. Their emotional maturity and behavior, especially in working cooperatively with other children, generally improved.

Strong emphasis was placed in preschool programs on involvement of parents as volunteers and aides in the classroom and as participants in activities.

Integration. Title I funds were used by several school districts to implement integration plans designed to alleviate the adverse effects of racial isolation on minority group students.

The general pattern for integration was to reassign minority group students from heavily impacted target area schools to elementary schools which had small percentages of ethnic minority pupils and adequate classroom space. Where necessary, transportation was provided to the "receiving" schools. Some of the Title I services and personnel normally provided in the poverty area schools followed the integrated pupils to their new schools. These included language and remedial reading specialists, cultural enrichment, home-school coordinators, human relations specialists, free lunch programs and after-school study centers. In most of the districts, 1966-67 was the first year of their integration program.

Data submitted by the school districts indicated that the integrated students progressed at a slightly augmented rate of achievement, as compared to their previous growth, while the achievement of the "resident" students in the receiving schools was not affected. Where studies were conducted to compare the achievement of integrated students with that of students who had similar pre-test scores but who remained in the poverty area schools, the integrated pupils made similar or slightly higher scores.

Teachers reported that the integrated pupils had shown improvement in attitude toward school, interest in learning, self-image and general appearance during the year. The majority of parents expressed the opinion that their children were getting a better education because of the integration program.

From the data available at this time, it appears that integration has had a positive effect on the minority children involved. There is evidence to suggest that the effect has been greatest on the higher achieving groups within the target area population.

Other implications of the data are:

- Integrated children seem to achieve higher when they are grouped with high achieving, academically-oriented pupils from the receiving schools.
- Clustering the integrated students from the target area in a single class or with low-achieving pupils results in continued poor achievement.
- Integration with motivated pupils results in improved performance on ability tests, even after a short time.

Health Services. Through Title I, disadvantaged students in poverty areas received physical and dental examinations, nutrition in the form of free breakfasts, lunches or snacks, and instruction in proper health habits.

Most of the health services programs were conducted by school nurses, who identified children to be referred to doctors and dentists for correction of medical and dental problems, including visual and auditory handicaps.

Parents, as well as students, received health education instruction in nutrition, personal care, immunization and disease control. The nurses often served as the school-home liaison person, providing families with medical advice and information, gathering information on the reasons for student absences and relaying information from the school to home.

The health services resulted in identification of many health problems which were affecting student progress in school. Health services also resulted in an increase in parent involvement in school activities.

Cultural Enrichment. Cultural enrichment activities were most effective when they were planned around classroom teaching units. In most cases, cultural enrichment was in the form of study trips, which were preceded by classroom preparation so that the students gained an understanding and appreciation of what they would see. The study trips were followed up with discussions, written reports and other activities centered around the experiences of the students.

Trips were conducted to governmental agencies, business firms, community centers, institutions of higher education, parks and recreation areas, and fine arts performances. In many districts parents were encouraged to accompany their children on study trips, often as chaperones.

Teachers reported that study trips were of value both as a teaching tool and as a means of broadening the cultural background of the students. These activities also helped improve the students' conceptual and verbal skills.

PROGRESS RATINGS

Each project was rated by the Office of Compensatory Education on a four point scale as to its degree of success in meeting its objectives. The four ratings were "substantial progress," "moderate progress," "some progress," and "little or no progress or progress not specified."

Rigorous standards were applied in judging the degree of success. To receive a rating of "substantial progress," a project had to result in substantial growth or positive change that was greater than would have been expected in the regular school program and that was statistically significant, meaning the obtained results could not have occurred by chance. A control or comparison group had to be used to show that the positive growth or change was due to the Title I project.

For a project to receive a "moderate progress" rating, there also had to be substantial and significant growth or positive change. There was no control or comparison group, usually because none was available, but the magnitude of change was such that the same result would not have been expected from the regular school program.

Projects receiving a "some progress" rating had data to show growth or positive change, although the magnitude of the growth or change was not sufficient to justify a higher rating.

The "little or no progress or progress not specified" rating was applied to projects which did not result in positive change or where growth was not specified. This included cases where the school officials stated that their project was effective or successful but submitted no supporting information.

The percentage of projects, categorized by their primary activity, receiving each rating in 1965-66 and 1966-67, is presented in Table E. It should be noted that the percentages of projects receiving each rating do not necessarily reflect the percentages of students participating in the projects. On the average, the projects that were more successful and received higher ratings were in the larger districts and involved larger numbers of students, while the projects with lower ratings tended to be in the smaller districts. For example, the 44.6 percent of the remedial reading projects which received a "substantial" or "moderate progress" rating represented more than two-thirds of the Title I students participating in reading activities.

A comparison of the two years shows an increase in the percentage of 1966-67 projects that were effective in meeting their objectives. In 1966-67, 44.3 percent of the total projects received a "substantial progress" or "moderate progress" rating, as compared to 33.7 percent in 1965-66. There was a corresponding decrease in the percentage of projects receiving lower ratings. About 85 percent of the projects in 1966-67 resulted in demonstrated growth or positive change to some degree.

MIGRANT EDUCATION

Through 1966 amendments to Title I, the California Plan for the Education of Migrant Children was developed and implemented in the spring of 1967. The program constituted California's first statewide effort to strengthen educational opportunities for children of migrant agricultural workers. Some 9,671 children participated in projects in 66 school districts in 21 counties.

TABLE E

PROGRESS REPORT ON PRIMARY ACTIVITIES CONDUCTED BY CALIFORNIA SCHOOL DISTRICTS 1965-66 and 1966-67

	Substantial Progress % of Proj.	Moderate Progress % of Proj.	Some Progress % of Proj.	Little or No Specified Prog. % of Proj.	Number of Projects
Preschool					
1965-66	3.9	31.4	33.3	31.4	51
1966-67	5.0	45.0	35.0	15.0	42
Curriculum Programs -- Total					
1965-66	2.6	35.7	45.2	16.5	611
1966-67	9.0	37.2	39.9	13.9	621
Curriculum Program -- Communicative Skills					
1965-66	2.6	36.8	46.5	14.0	114
1966-67	9.3	45.9	31.4	3.1	169
Curriculum Program -- Remedial Reading					
1965-66	2.4	38.0	46.2	13.3	368
1966-67	9.2	35.4	43.9	11.7	326
Curriculum Program -- English as a Second Language					
1965-66	2.3	27.9	44.1	25.6	26
1966-67	3.2	29.0	48.4	19.4	31
Supportive Auxiliary Services					
1965-66	3.7	15.7	36.1	44.5	108
1966-67	9.4	18.8	37.6	32.9	52
Guidance and Counseling					
1965-66	-	30.0	33.8	36.2	80
1966-67	12.3	28.1	45.6	14.0	57

TABLE E (Cont.)

	Substantial Progress % of Proj.	Moderate Progress % of Proj.	Some Progress % of Proj.	Little or No Specified Prog. % of Projects	Number of Projects
Health Services					
1965-66	6.6	46.7	26.7	20.0	15
1966-67	11.1	11.1	44.5	33.3	18
School-Community Coordination					
1965-66	-	70.0	23.3	6.7	30
1966-67	6.7	33.3	33.3	26.7	15
Cultural Enrichment					
1965-66	3.8	21.8	47.4	27.0	133
1966-67	7.5	36.4	36.4	19.7	66
Reduction of Teacher Load					
1965-66	-	32.3	43.4	24.3	99
1966-67	6.0	37.4	32.5	24.1	83
Dropout Projects					
1965-66	-	80.0	-	20.0	5
1966-67	20.0	20.0	20.0	40.0	5
Study Centers and Tutoring Projects					
1965-66	3.8	22.6	43.4	30.2	53
1966-67	10.4	31.0	27.6	31.0	29
Inservice Education					
1965-66	-	16.4	24.7	58.9	73
1966-67	17.1	48.6	25.7	8.6	35
Attitude Development					
1965-66	-	41.7	45.8	12.5	24
1966-67	3.7	25.9	55.6	14.8	27
TOTAL					
1965-66	2.3	31.4	41.2	25.1	1,282
1966-67	9.0	35.3	38.8	16.9	1,050

A major feature of the migrant program was the development of a multi-district and multi-agency approach to the education of migratory children. Regional and countywide projects were implemented to demonstrate the advantages of coordinated efforts involving funds and resources of several agencies.

As most of the migrant children were Mexican-Americans with limited command of the English language, the instructional program placed strong emphasis on language development and English as a Second Language. Pupil-adult ratios were substantially reduced to provide individualized and small group instruction. In the majority of cases, this objective was accomplished through use of teacher assistants and teacher aides, many of whom were bilingual and were former migrants.

Aides were also used to provide direct contact with parents of migrant children. Involvement of parents was an important part of all the migrant projects. In addition to being employed as aides, they served as members of school district advisory committees to plan and implement programs and participated in activities designed specifically to improve their understanding of the importance of education.

Other major activities for migrant children included preschool, cultural enrichment, health and food services, physical education and recreation, and after school study centers. A primary goal of the California Plan for the Education of Migrant Children was full integration of the children into the mainstream of school activities. Whenever it was physically possible, migrant children were integrated into regular classrooms rather than placed in separate classrooms or schools. The result of integration was that the migrant children gained rapidly in acculturation and language development because of increased contact with their non-migrant classmates.

The California Plan for the Education of Migrant Children included interstate cooperation with Arizona, Oregon, Texas and Washington. The five states participated in exchange of teachers, inservice education of migrant education staff personnel, transfer of student school and health records, and exchange of information on effective techniques in educating migrant children.

PROBLEM AREAS

Major problem areas in implementation of Title I programs in California were the reduction in appropriation and delay in funding, lack of adequate personnel and, in some cases, misunderstanding of the purpose of Title I.

Reduction in Appropriation and Delay in Funding. The reduction of California's Title I appropriation from the 1965-66 level created serious problems in maintaining the quality of the programs.

The problems caused by reduced funding could be successfully resolved only through a restoration of funds; however, steps were taken by the State Office of Compensatory Education and school districts to alleviate the effects of the cutback. Districts generally adopted one of three alternatives: reduced the number of children served; continued some of the previous year's Title I activities with other resources, such as district funds; or eliminated or reduced some procedures, such as equipment purchases, and concentrated funds on personnel and services.

Late Congressional action in appropriating funds for Title I compounded the program planning and implementation problems caused by the cutback in funds. For maximum efficiency in use of resources, school districts must know the amount they have available from Title I in the spring of the previous school year. Late funding also had an adverse effect on employment of qualified personnel for Title I activities as recruitment is generally conducted during the spring and early summer.

The problems caused by late funding were partially alleviated by the State Office of Compensatory Education's policy allowing school districts to apply and receive approval for 85 percent of their previous year's allocation amount, pending official action by Congress. This allowed school districts to begin implementing their Title I program prior to notification of their actual allocation. However, some of the districts, particularly the smaller ones, postponed implementation of their 1966-67 projects until they received official notification of their entitlement. Consequently, many projects were not in operation for the full school year. In addition to earlier Congressional action on appropriations, funding over a longer period of time is needed to reduce uncertainty of allocations and to promote more efficient long range planning.

Lack of Personnel. The inadequate supply of qualified personnel, especially specialists such as reading teachers and school-community liaison workers, continued to be a major problem during the 1966-67 school year. School districts generally attempted to resolve their personnel problems by special training for existing employees and by extensive use of paraprofessionals, especially teacher and clerical aides.

Many smaller districts also had insufficient personnel with the background and knowledge to plan, implement and evaluate compensatory education programs. Use of county office personnel, contracts with outside consultants, development of cooperative projects and assistance from the State Office of Compensatory Education helped alleviate the problem.

More intensified inservice training for all staff personnel in compensatory education is needed. School district reports indicated that few administrators or teacher aides were receiving inservice training. There was also evidence that many teachers in compensatory education schools were not aware of the purposes of the specialized programs for disadvantaged children.

Misunderstanding of Title I Philosophy. A major problem during the 1965-66 school year was that many school districts misunderstood the concept of the program and sought approval for general aid programs rather than activities concentrating on the needs of the most disadvantaged children. Great progress has been made in this area and the problem was substantially reduced during the 1966-67 school year, as the concept of compensatory education for disadvantaged children gained understanding and acceptance.

However, the problem still exists in some school districts, which continue to submit applications that would spread the funds too thinly over a poorly defined target area. Because funds are insufficient to enable all children in need of compensatory education to receive services, it is necessary to focus activities on the learning handicaps of the most severely disadvantaged students.

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SECTION I

A GENERAL LOOK AT ESEA TITLE I IN CALIFORNIA

This section gives an overview of ESEA Title I in California during 1966-67, including statewide statistics on school district activities and operations.

A GENERAL LOOK AT TITLE I IN CALIFORNIA

The Elementary and Secondary Education Act of 1965, Title I, authorized federal funds to strengthen educational programs for economically, socially and culturally disadvantaged children. Title I was first implemented in the spring semester of 1965-66, and the 1966-67 school year marked its first full year of operation.

Title I is California's major source of funds for compensatory education programs to raise the achievement level of children from low-income families. Compensatory education recognizes that if every child is to receive an equal opportunity to succeed to the full extent of his potential, the schools must often compensate for the disadvantaged backgrounds of some children who have educational needs that cannot be met by the regular instructional program.

Title I programs served children and youths of all ages, from the youngster who had not yet entered kindergarten to the teenagers who had already dropped out of high schools.

FUNDS AND PARTICIPANTS

California's allocation under ESEA Title I for 1966-67 was $73.6 million, as compared to $78.5 million in 1965-66. In both years, funds were included for handicapped children in state hospitals and state schools. During 1966-67, however, new amendments passed by Congress in 1966 earmarked part of the state's allocation for programs serving children of migrant agricultural workers, and neglected and delinquent youths in state and local institutions.

School District Programs. When funds for programs for specialized categories of children are subtracted from the state's total Title I allocation, the amount available for school district programs was $70.7 million, with 938 districts participating in 1966-67.

While the funds available for school district programs decreased, the number of students eligible and participating increased from 289,382 in 1965-66 to 372,146 in 1966-67. Therefore, the amount of Title I funds approved per student dropped from $252 in 1965-66 to $190 in 1966-67.

Of the students participating in 1966-67, 16,140 were enrolled in non-public schools. Table I-A shows the grade-by-grade distribution of Title I students in the public and non-public schools. Among the public school students, 1.4 percent were in preschool, 41.1 percent were in the kindergarten and primary grades, 24.3 percent were in the upper elementary grades, 19.8 percent were in the junior high grades and 13.4 percent were in the high school grades. Elementary school students, then, comprised two-thirds of the participants in Title I programs.

In addition to students, 1,055 dropouts and 16,001 adults participated in Title I programs.

Specialized Programs. Of the state's total Title I allocation for 1966-67, $1.4 million was approved for compensatory education activities for children of migrant agricultural laborers. The total number of children participating in the California Plan for Migrant Education, which was implemented in the spring, was 9,671.

About $442,000 was approved for projects for handicapped children in state hospitals and state schools. These included mentally ill and mentally retarded children in state hospitals operated by the California State Department of Mental Hygiene, and blind, deaf and cerebral palsied children enrolled in residential schools administered by the California State Department of Education. The California Youth Authority received $203,000 in funds for

TABLE I-A

NUMBER OF STUDENTS PARTICIPATING IN TITLE I PROGRAMS 1966-67

GRADE	PUBLIC	NON-PUBLIC	TOTAL	% PUBLIC	% NON-PUBLIC
P	5,296	218	5,514	96.04	3.95
K	28,739	56	28,795	99.80	.19
1	40,485	1,417	41,902	96.61	3.38
2	40,489	1,785	42,274	95.77	4.22
3	36,343	1,730	38,073	95.45	4.54
4	30,277	1,836	32,116	94.28	5.71
5	28,658	1,502	30,160	95.01	4.98
6	27,539	1,225	28,764	95.74	4.25
7	24,797	1,757	26,554	93.38	6.61
8	22,535	1,512	24,047	93.71	6.28
9	23,262	528	23,790	97.78	2.21
10	19,258	909	20,167	95.49	4.50
11	15,780	836	16,616	94.96	5.03
12	12,548	829	13,377	93.80	6.19
T	356,006	16,140	372,146	95.66	4.33

TABLE 1-B

DISTRIBUTION OF TYPES AND FREQUENCY OF OCCURANCES OF ESEA TITLE I ACTIVITIES

1966-67

TYPE OF ACTIVITY	PRIMARY ACTIVITY # OF ACT.	PRIMARY ACTIVITY % OF ACT.	SECONDARY ACTIVITY # OF ACT.	SECONDARY ACTIVITY % OF ACT.	TERTIARY ACTIVITY # OF ACT.	TERTIARY ACTIVITY % OF ACT.
Curriculum Programs	640	57.2	188	23.4	76	14.3
Reduction of Teacher Load	90	8.0	90	11.2	70	13.2
Cultural Enrichment	71	6.3	79	9.8	48	9.0
Guidance and Counseling	60	5.3	103	12.8	60	11.3
Supportive Aux. Services	55	4.9	77	9.6	47	8.8
Preschool	40	3.5	38	4.7	27	5.0
Inservice Education	39	3.4	47	5.8	49	9.2
Study Centers and Tutoring	30	2.6	20	2.4	16	3.0
Attitude Development	29	2.5	69	8.6	44	8.3
Health Services	20	1.7	35	4.3	37	6.9
School-Community Coordination	15	1.3	13	1.6	14	2.6
Attendance Imp.	11	.9	17	2.1	17	3.2
Miscellaneous	6	.5	6	.7	12	2.2
Dropout Projects	5	.4	4	.4	5	.9
Summer School	3	.2	15	1.8	4	.7
Intergroup Relations	2	.1	1	.1	3	.5

Title I programs for neglected and delinquent youths in its institutions, while about $800,000 was earmarked for programs that served neglected and delinquent youths in local institutions. The remainder of Section I pertains to school district Title I programs for regularly enrolled disadvantaged children in public and non-public schools. Reports on programs for specialized categories of students are contained in Section IV.

ACTIVITIES

The categories of activities and their frequency as the primary, secondary or tertiary activity of school district projects conducted under Title I in 1966-67 are shown in Table I-B. As the categories of primary, secondary and other are mutually exclusive, adding the percents of the three categories would be misleading. Secondary and tertiary activities were implemented, in most cases, to support the objectives of the primary activity.

For example, a district's project may have had as its major objective the improvement of reading skills. Its primary activity would be a reading program, which falls in the curriculum programs category. Recognizing that one cause of its students' reading problems might be poor eyesight and hearing, the district hired personnel for vision and audiometric screening. Health services would be the district's secondary activity. In addition, the project may have included cultural study trips to broaden the students' backgrounds and employment of teacher aides to enable the teacher to work more intensively with individual students. Reduction of teacher load and cultural enrichment would be designated as tertiary activities of the project.

The activities were identified by projects and not by districts. Some districts operated several projects, and each of these had a primary activity and perhaps supporting activities. Another district conducting the same activities, but under one project, may have had only one primary activity and several secondary and tertiary activities. Table I-B is based on 1,118 projects implemented by 702 districts.

The majority of the primary activities were curriculum programs directed toward raising achievement in subject skill areas. The most frequent curriculum programs were in the areas of reading and basic communication skills. Other activities falling in the curriculum programs category, but conducted less frequently, were English as a Second Language, social studies, science, mathematics and a comprehensive curriculum comprising more than one subject area.

Second in order of emphasis as a primary activity was reduction of teacher load, which accounted for eight percent of the projects. The most prevalent methods of reducing teacher load was employment of teacher aides, followed by adding elementary teachers. Other categories accounting for more than five percent of the primary activities were cultural enrichment and guidance and counseling.

A *comparison* of 1966-67 activities with 1965-66 activities is presented in Table I-C. There were several shifts in emphasis between the two years. Curriculum programs increased by 10 percentage points as the primary activity, while cultural enrichment decreased by 4 percentage points, and auxiliary services -- which included library services, physical education, special education and speech therapy -- dropped by 5 percentage points. Reduction of teacher load, which constituted 23.4 percent of the secondary activities in 1965-66, accounted for only 11.2 percent of the secondary activities in 1966-67. Part of the decrease could be attributed to the 1966 amendments to the McAteer Act of 1965, which made available state funds for reducing pupil-

TABLE 1-C

DISTRIBUTION OF TYPES AND FREQUENCY OF OCCURANCES OF ESEA TITLE I ACTIVITIES

1965-66 - 1966-67
A COMPARISON

TYPE OF ACTIVITY	PRIMARY ACTIVITY 65 - 66	66 - 67	SECONDARY ACTIVITY 65 - 66	66 - 67	TERTIARY ACTIVITY 65 - 66	66 - 67
	% of Activity		% of Activity		% of Activity	
Curriculum Programs	47.5	57.2	21.4	23.4	11.4	14.3
Cultural Enrichment	10.3	6.3	12.8	9.8	16.2	9.0
Supportive Auxiliary Services	9.9	4.9	7.6	9.6	13.0	8.8
Reduction of Teacher Load	7.7	8.0	23.4	11.2	16.2	13.2
Inservice Education	5.7	3.4	6.5	5.8	18.8	9.2
Guidance and Counseling	5.1	5.3	9.8	12.8	11.0	11.3
Study Centers and Tutoring	4.1	2.6	4.4	2.4	1.7	3.0
Preschool	3.9	3.5	1.8	4.7	2.2	5.0
School-Community Coordination	2.3	1.3	2.1	1.6	3.2	2.6
Attitude Development	1.8	2.5	6.4	8.6	5.2	8.3
Health Services	1.2	1.7	2.2	4.3	3.4	6.9
Dropout Projects	.04	.4	.3	.4	.2	.9

TABLE I-D

FUNDS ENCUMBERED FOR TITLE I ACTIVITY CATEGORIES 1966-67

TYPE OF ACTIVITY	$ ENCUMBERED FOR PRIMARY ACTIVITY	$ ENCUMBERED FOR SECONDARY ACTIVITY	$ ENCUMBERED FOR TERTIARY ACTIVITY
Preschool	2,468,185	198,858	134,531
Curriculum Programs			
Language Development	6,223,112	517,176	132,441
Remedial Reading	13,705,635	1,267,306	32,101
All Others	4,399,086	2,380,412	622,490
Supportive and Auxiliary Services	1,667,036	780,849	516,305
Guidance and Counseling	1,930,812	1,329,869	1,176,153
Health Services	920,577	347,788	159,483
School-Community Coordination	586,590	93,172	110,379
Cultural Enrichment	955,749	468,888	351,165
Reduction of Teacher Load	4,420,707	1,991,275	1,117,528
Dropout Projects	357,826	17,000	116,716
Study Centers and Tutoring	429,038	133,989	89,468
Inservice Education	587,651	260,185	508,000
Intergroup Relations	102,009	--	--
Improved Physical Environment and Additional Equipment	141,321	52,995	25,096
Attendance Improvement	276,834	347,140	103,538
Attitude Development	569,311	1,289,179	96,066

teacher ratio in some of the school districts.

The amount of funds that districts reported they encumbered for various activities is shown in Table I-D. The table is not to be construed as a financial report, which districts must submit separate from their evaluation report and which must follow established accounting procedures. The table is presented to reflect the relative financial emphases that districts placed on different activities.

The table is based on projects of 702 districts and does not include funds for summer school activities, capital outlay or administrative expenses.

OBJECTIVES

Each district, in developing an application for Title I funds, was required to state the objectives of its project or projects. A list supplied by the U. S. Office of Education was used to categorize objectives. The most frequent objectives of Title I projects, stated in general terms, in 1966-67 were:

- Improve classroom performance in reading beyond usual expectation.
- Improve performance as measured by standardized achievement tests.
- Improve the verbal functioning level of the children.
- Change (in a positive direction) the children's attitudes toward school and education.
- Improve the children's self-image.

A comparison of the objectives reported by districts for 1965-66 and 1966-67 is shown in Table I-E. A project could have more than one objective. The increase in numbers of objectives in 1966-67 reflects the efforts of districts to implement more comprehensive projects. Percentages listed for

CODE FOR TABLE I-E

Achievement

11 To improve performance as measured by standardized achievement tests.
12 To improve classroom performance in reading beyond usual expectation.
13 To improve classroom performance in other skill areas beyond usual expectations.
14 Other achievement objectives

Ability

21 To improve performance as measured by standardized tests of intellectual ability.
22 To improve the verbal functioning level of the children.
23 To improve the non-verbal functioning level of the children.
24 Other ability objectives

Attitude

31 To improve the children's self-image.
32 To change (in a positive direction) the children's attitudes toward school and education.
33 To raise the children's occupational and/or educational aspirational level.
34 To increase the children's expectations of success in school.
35 Other attitudinal objectives

Behavior

41 To improve the children's average daily attendance.
42 To improve the holding power of schools (to decrease the dropout rate).
43 To reduce the rate and severity of disciplinary problems.
44 To improve and increase the children's attention span.
45 Other objectives dealing with children's behavior

Other Areas Relating to the Learning Process

51 To improve the physical health of the children.
52 To improve the nutritional health of the children.
53 To improve the children's emotional and social stability and/or that of their families.
54 To provide adequate clothing for the children.
55 Other objectives relating to the learning process

Unique Objectives

61 English as a foreign language.
62 Reduce class size.
63 Cultural enrichment.
64 In-service training.
65 Improve home-school communication.

TABLE I-E

COMPARISON OF TITLE I PROGRAM OBJECTIVES: 1965-66 AND 1966-67

	1965-66		1966-67	
OBJECTIVE	NO. OF PROJS.	% OF OBJTVS.	NO. OF PROJS.	% OF OBJTVS.
Achievement				
11	120	9.4	391	13.3
12	290	22.7	417	14.1
13	156	12.2	192	6.5
14	23	1.8	44	1.5
Ability				
21	3	.2	59	2.0
22	48	3.8	373	12.7
23	9	.7	73	2.5
24	1	.1	20	.7
Attitude				
31	19	1.5	300	10.2
32	33	2.6	277	9.4
33	24	1.9	81	2.7
34	28	2.2	182	6.1
35	2	.2	20	.7
Behavior				
41	5	.4	40	1.4
42	10	.8	46	1.6
43	1	.1	41	1.4
44	1	.1	24	.8
45	1	.1	7	.2
Other Areas				
51	43	3.4	33	1.1
52	5	.4	19	.6
53	34	2.7	63	2.1
54	1	.1	5	.2
55	64	5.0	35	1.2
Unique Objectives				
61	32	2.5	29	1.0
62	73	5.7	23	.8
63	155	12.2	85	2.9
64	76	6.0	43	1.5
65	16	1.2	25	.8

objectives should be compared within years and not between years, because the base of the percentage computation changed due to the increase in numbers of objectives listed.

Generally, the shifts in objectives relate to the shifts in primary activities reflected in Table I-C. For example, the number of projects aimed at improving reading performance (Code 12) increased from 290 in 1965-66 to 417 in 1966-67, which relates to the increase in curriculum programs in reading. The substantial increase in projects with objectives in the "attitude" category reflected the increase in counseling and guidance and other attitude development activities.

PERSONNEL AND ADVISORY COMMITTEES

To implement their Title I programs, school districts increased their staffs by 20,242 persons, of which about 6,500 were volunteers. The largest increase in employed personnel was in the category of teacher aides, with 4,274 hired on a full time or part time basis. Elementary school teachers constituted the next largest group of new employees. A breakdown of the number of positions supported by Title I during 1966-67 is shown in Table I-F.

State guidelines required that school districts establish advisory committees for Title I to insure community involvement in programs for disadvantaged children. A total of 7,577 persons served on school district advisory committees during 1966-67. Of the committee members, 5,012 were residents of the target area, and 2,869 were parents of disadvantaged children participating in Title I activities.

In working with advisory committees, 44.6 percent of the school districts reported a high degree of success, 46.8 percent reported an average degree of success and 8.6 percent reported a low degree of success.

TABLE I-F

NUMBER OF POSITIONS SUPPORTED BY ESEA TITLE I FUNDS
1966-67

Positions	Full Time	More than Half-Time Less than Full-Time	Half-Time or Less
Teaching			
Teacher - Pre-kindergarten	207	30	60
Teacher - Kindergarten	111	4	20
Teacher - Remedial Reading	985	71	261
Speech Correctionist	29	70	30
Teacher of the Handicapped	42	3	37
Elementary Teacher	633	112	1,003
Secondary Teacher	624	68	275
Other teaching assignments not listed above	210	41	570
Total Teaching	2,841	399	2,256
Non-Teaching			
Teacher Aide	1,412	934	1,928
Librarian	140	26	92
Supervisor or Administrator	170	33	289
Counselor	268	16	124
Psychologist	54	12	112
Testing assignment	20	2	34
Social work assignment	50	11	27
Attendance assignment	42	5	22
Nurse	115	25	118
Dental Hygienist	4	1	10
Clerical position	754	116	349
Volunteer	81	113	6,350
Other	252	37	598
Total Non-Teaching	3,362	1,331	10,053
GRAND TOTAL	6,203	1,730	12,309

TABLE I-G

TYPES OF EVALUATION DEVICES USED MOST FREQUENTLY TO ASSESS PROJECT ACTIVITES

TYPE 1966-67	PERCENTAGE	TYPE 1965-66	PERCENTAGE
Standardized Achievement Tests	58.4	Standardized Achievement Tests	29.2
Teacher Observations	11.8	Teacher Observations	26.1
Questionnaires to Teachers	6.6	Pupil Count	8.3
Anecdotal Records	6.0	Questionnaire to Parents	7.8
Other published Tests	5.2	Anecdotal Records	7.2
Pupil Count	3.5	Local Constructed Achievement Tests	7.2
Locally Constructed Achievement Tests	3.4	Other Published Tests	5.4
Ability Tests	1.8	Local Attitude Scales	4.1
Questionnaire to Students	1.7	Attendance Records	2.4
Local Attitude Scales	1.5	Questionnaire to Students	1.5

EVALUATION METHODS

Standardized achievement tests were used by most districts to evaluate the effectiveness of their Title I projects in meeting the stated objectives. This reflects the emphasis of the projects on raising student achievement level. Teacher observations were the second most frequently used evaluation technique. A comparison of the 10 most common evaluation methods for 1965-66 and 1966-67 is shown in Table I-G. The percentage of projects evaluated by standardized tests doubled from 29.2 percent in 1965-66 to 58.4 percent in 1966-67. In both years, six of the top ten ranked devices were objective in measurement, while the remaining four were subjective.

SUCCESS OF ACTIVITIES

Each project was rated by the Office of Compensatory Education, Bureau of Evaluation and Research, on a four point scale as to its degree of success. The four ratings were "substantial progress," "moderate progress," "some progress," and"little or no progress or progress not specified."

Rigorous standards were applied by the Office of Compensatory Education in judging the degree of success. To receive a rating of "substantial progress," a project had to result in substantial growth or positive change that was greater than would have been expected in the regular school program and that was statistically significant, meaning the obtained results could not have occurred by chance. A control or comparison group had to be used to show that the positive growth or change was due to the Title I project.

For a project to receive a "moderate progress" rating, there also had to be substantial and significant growth or positive change. There was no control or comparison group, usually because none was available, but the magnitude of change was such that the same result would not have been expected from the regular school program.

Projects receiving a "some progress" rating had data to show growth or positive change, although the magnitude of the growth or change was not sufficient to justify a higher rating.

The "little or no progress" rating was applied to projects which did not result in positive change or where growth was not specified. This included cases where the school officials stated that their project was effective or successful but submitted no supporting information.

The percentage of projects, categorized by their primary activity, receiving each rating in 1966-67 and 1966, is presented in Table I-H. A comparison of the two years shows an increase in the percentage of 1966-67 projects that were effective in meeting their objectives. In 1966-67, 44.3 percent of the projects received a "substantial progress" or "moderate progress" rating, as compared to 33.7 percent in 1965-66. About 85 percent of the projects in 1966-67 resulted in demonstrated growth or positive change to some degree.

TABLE I-H

PROGRESS REPORT ON PRIMARY ACTIVITIES CONDUCTED BY CALIFORNIA SCHOOL DISTRICTS 1965-66 AND 1966-67

	Substantial Progress % of Proj.	Moderate Progress % of Proj.	Some Progress % of Proj.	Little or No Progress % of Proj.	Number of Projects
Preschool					
1965-66	3.9	31.4	33.3	31.4	51
1966-67	5.0	45.0	35.0	15.0	42
Curriculum Programs -- Total					
1965-66	2.6	35.7	45.2	16.5	611
1966-67	9.0	37.2	39.9	13.9	621
Curriculum Program -- Communicative Skills					
1965-66	2.6	36.8	46.5	14.0	114
1966-67	9.3	45.9	31.4	3.1	169
Curriculum Program -- Remedial Reading					
1965-66	2.4	38.0	46.2	13.3	368
1966-67	9.2	35.4	43.9	11.7	326
Curriculum Program -- English as a Second Language					
1965-66	2.3	27.9	44.1	25.6	26
1966-67	3.2	29.0	48.4	19.4	31
Supportive Auxiliary Services					
1965-66	3.7	15.7	36.1	44.5	108
1966-67	9.4	18.8	37.6	32.9	52
Guidance and Counseling					
1965-66	-	30.0	33.8	36.2	80
1966-67	12.3	28.1	45.6	14.0	57

TABLE I-H (Cont.)

	Substantial Progress % of Proj.	Moderate Progress % of Proj.	Some Progress % of Proj.	Little or No Progress % of Proj.	Number of Projects
Health Services					
1965-66	6.6	46.7	26.7	20.0	15
1966-67	11.1	11.1	44.5	33.3	18
School-Community Coordination					
1965-66	-	70.0	23.3	6.7	30
1966-67	6.7	33.3	33.3	26.7	15
Cultural Enrichment					
1965-66	3.8	21.8	47.4	27.0	133
1966-67	7.5	36.4	36.4	19.7	66
Reduction of Teacher Load					
1965-66	-	32.3	43.4	24.3	99
1966-67	6.0	37.4	32.5	24.1	83
Dropout Projects					
1965-66	-	80.0	-	20.0	5
1966-67	20.0	20.0	20.0	40.0	5
Study Centers and Tutoring Projects					
1965-66	3.8	22.6	43.4	30.2	53
1966-67	10.4	31.0	27.6	31.0	29
Inservice Education					
1965-66	-	16.4	24.7	58.9	73
1966-67	17.1	48.6	25.7	8.6	35
Attitude Development					
1965-66	-	41.7	45.8	12.5	24
1966-67	3.7	25.9	55.6	14.8	27
TOTAL					
1965-66	2.3	31.4	41.2	25.1	1,282
1966-67	9.0	35.3	38.8	16.9	1,050

SECTION II

AN ANALYSIS OF SELECTED SCHOOL DISTRICT REPORTS

This section contains an analysis of a sample of school district Title I programs in four types of population areas: central city, urban, suburban and rural.

CENTRAL CITY DISTRICTS

The eight school districts with the largest ESEA Title I entitlements for 1966-67 were analyzed separately because they represent a significant portion of the funds spent and the children involved. These districts serve the central cities of California where the largest concentrations of disadvantaged children from poverty backgrounds reside and attend school. The districts were Fresno City Unified School District, Long Beach Unified School District, Los Angeles City Unified School District, Oakland Unified School District, Sacramento City Unified School District, San Diego City Unified School District, San Francisco Unified School District and Stockton Unified School District.

The smallest of these districts had an ESEA Title I allocation of $960,000; the other seven received more than $1 million each, with the biggest district having an allocation of $14.8 million. The total approved for the eight districts was $27,938,093, which represented 38 percent of the ESEA Title I funds in California for 1966-67.

PARTICIPANTS AND STAFF

Participants. ESEA Title I programs in the central cities served 140,025 children from preschool through the twelfth grade. Of these children, 131,875 attended public schools and 8,150 attended non-public schools. Preschool children totaled 3,219 while 591 dropouts were involved in continuation or work study programs.

A grade level breakdown of public and non-public school children participating in the central cities' programs is presented in Table II-A.

TABLE II-A

NUMBER OF CHILDREN SERVED BY TITLE I ACTIVITIES IN EIGHT CENTRAL CITY SCHOOL DISTRICTS DURING 1966-67

Grade	Public	Non-Public	Total
P	3,169	50	3,219
K	11,737	71	11,808
1	14,530	576	15,106
2	15,100	770	15,870
3	12,991	735	13,726
4	10,181	771	10,952
5	9,521	508	10,029
6	9,171	409	9,580
7	10,053	1,064	11,117
8	8,573	1,008	9,581
9	7,796	392	8,188
10	7,268	810	8,078
11	6,298	552	6,850
12	5,487	434	5,921
TOTAL	131,875	8,150	140,025

In addition to children, Title I activities in the eight central cities served 2,501 adults. The adults included beneficiaries of activities such as parent counseling or continuing education and participants in in-service training programs for staff personnel.

Staff. To implement curricular activities, additional teachers were hired by the central cities with ESEA Title I funds. These included pre-school teachers, kindergarten teachers, remedial reading specialists, teachers for handicapped children, and elementary and secondary school teachers. Personnel were hired on a full-time, half-time or less than half-time basis.

Supportive personnel were also hired for curriculum programs or for administrative aspects of Title I activities. While most of the non-teaching positions were teacher aides, one school district reported that it used

3,000 volunteers on a part-time basis. Other supportive personnel included librarians, administrators, counselors, psychologists, social workers, nurses and clerical positions.

Table II-B shows the numbers of personnel supported by Title I funds in the eight central cities during 1966-67.

TABLE II-B

NUMBER OF POSITIONS SUPPORTED BY ESEA TITLE I FUNDS IN EIGHT CENTRAL CITY SCHOOL DISTRICTS DURING 1966-67

POSITIONS	Full Time	More than Half-Time Less than Full Time	Half-time Or Less
Teaching:			
Preschool	123	4	18
Kindergarten	61		
Remedial Reading	304	4	24
Speech Correctionist	3		
Handicapped	31	2	35
Elementary	167		656
Secondary	384	9	8
Other	17	4	300
Total	1,090	23	1,041
Non-Teaching:			
Teacher Aide	170	114	520
Librarian	60		4
Supervisor or Administrator	57	4	72
Counselor	130		7
Psychologist	10		1
Testing Assignment	8		
Social Work Assignment	11		
Attendance Assignment	27		1
Nurse	44		19
Dental Hygienist	1		
Clerical Position	456	29	76
Volunteers			3,165
Other	164	1	21
Total	1,138	148	3,886
TOTAL	2,228	171	4,927

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SCHOOL-COMMUNITY RELATIONSHIPS

The ESEA Title I requirements for coordination of school and community programs, participation of non-public school children and efforts to alleviate the negative effects of de facto segregation are particularly important in the central cities. The eight largest districts serve areas where Community Action programs, non-public schools and concentrations of minority group children are the most prevalent.

Coordination with Community Action Agencies. All eight districts served a geographic area where there was an approved Community Action program. When asked to report the degree of success achieved in securing the cooperation of the Community Action agency, four districts indicated "high," two districts indicated "average" and two districts indicated "low."

Districts were asked to report any problems that were encountered in securing coordination with Community Action agencies. Four districts indicated there were no problems, while others made the following recommendations for corrective action:

- Headstart programs should be funded through and supervised by the Department of Health, Education and Welfare.
- The relationship of the Economic Opportunity Act to the Elementary and Secondary Education Act needs further clarification.
- The purpose of application review by Community Action agencies needs to be further defined. Some Community Action agencies feel they should have the authority to sanction or approve the school district's ESEA Title I program.
- More lead time from the federal government is needed so school districts know at an earlier date the funds available for various aspects of their programs for disadvantaged children.
- Community Action agencies should report their programs to school districts to avoid duplication and over-saturation of services in areas of joint jurisdiction.

District Advisory Committee. All eight central city school districts established district advisory committees for ESEA Title I programs, as required by State guidelines. Total membership on these committees was 333 persons, of whom 211 were residents in the target area and 168 were parents of children participating in Title I activities. Community personnel on the advisory committees included representatives of public and non-public schools, Community Action agencies, ethnic action groups, PTA's and school boards. Five districts reported a "high" degree of success in working with the advisory committee, two districts reported an "average" degree of success and one district reported a "low" degree of success.

Non-Public Schools. Non-public school children participated in Title I activities in all eight districts. Districts reported that of the 44 activities involving non-public school children, 39 were operated on non-public school grounds and served a total of 13,097 children. Five projects were conducted on public school facilities and served 1,037 non-public school children. Each of the central city districts reported a "high" degree of success in developing and implementing cooperative projects involving both public and non-public school children. The districts indicated that the relationship between public and non-public school programs was excellent.

Integration. Some effort was made by seven of the central city districts to alleviate the effects of de facto segregation. In some districts, children from predominantly minority group populated schools were transported to other schools. Title I programs enabled student exchange activities between target schools and non-target schools and joint activities of both an academic and cultural enrichment nature. Expansion or establishment of human relations programs was included in Title I programs.

OBJECTIVES AND ACTIVITIES

Programs and activities in the central cities were directed primarily toward the improvement of student achievement levels from preschool through high school. Comprehensive programs were conducted by the districts, with the main emphasis on curricular activities in the areas of language development, remedial reading, English as a Second Language and mathematics. Associated with curricular programs were ancillary services, such as guidance and counseling, health services, cultural enrichment and libraries. Special activities such as study centers and tutorial projects were developed to provide additional assistance to children having difficulties in school.

Six of the central city districts provided library services, counseling and guidance programs and health services, with nurses employed by five of the districts. Cultural enrichment activities were operated by all eight districts as part of their program to improve opportunities and experiences of disadvantaged youth.

Reduction of teacher load to support the curriculum program was accomplished by reducing class size, hiring teacher aides and teacher assistants and organizing teacher teams. One source of teacher assistants was college students.

Three central city districts conducted programs specifically designed to improve the student's self-image, attitude toward school and education, occupational aspirations and attitude toward success. Other activities described by one or more districts included efforts to improve attendance, reduce the dropout rate and improve the physical environment.

Inservice education programs for Title I staff personnel were conducted in all eight central city districts. Equipment purchased with Title I funds totaled $1.2 million in 1966-67, a reduction of 70 percent from the

$4.1 million spent by the central cities in 1965-66.

EVALUATION TECHNIQUES

The eight central city districts generally had the most sophisticated evaluation designs and techniques. All eight used a pre and post test design in obtaining objective data on the curricular aspects of their program.

In most instances, achievement test data was gathered as part of the district's regular testing program, but in other cases specific achievement tests were used to evaluate particular activities.

Attitudinal scales, rating scales and questionnaires were developed by the central city districts to elicit information on the objectives and purposes of compensatory education programs. Opinions of pupils, parents, teachers and principals were sought to assess the effectiveness of specific activities.

The central cities analyzed their evaluation results by descriptive methods, including percentile ranks, quartile ranks, medians and grade equivalents to report placement status of students. Means and standard deviations were computed and reported. Use of inferential statistics included t-tests, the chi square test, and analysis of variance and covariance. Comparison data were provided from regression equations, national and/or state norms and children with similar characteristics to Title I children but not participating in Title I activities.

FINDINGS

Remedial Reading. Remedial reading programs were operated by all eight central city districts. The districts reported that 42,367 children were involved in reading programs during 1966-67. The modal program time was nine months.

Several approaches were used by the central cities to implement reading programs. Children left their regular classrooms for part of the day to receive individualized and small group instruction by reading specialists. Three teachers were assigned to every two classrooms in grades one through three, while five teachers worked with four classrooms in grades four through six to assist in reading and language instruction. Teacher aides were provided in classrooms so the regular teacher could devote more attention to remediation problems. Reading laboratories were staffed by a teacher and two aides, with supplementary materials and equipment provided for children with diagnosed remedial needs. One district with a saturation program approached remediation with reduced class size, speech therapists, community teachers, social workers, paid aides and volunteers, after school tutorial centers and cultural enrichment materials.

Evaluation strategies for remedial reading programs involved the use of silent reading tests, oral reading tests, interviews with teachers and principals, questionnaires to regular teachers and teacher evaluations.

In the central cities where reading specialists were used, the students showed achievement gains approximating one month for every month of instruction. In general, second and third grade students made greater gains than did first grade pupils. At the intermediate level, fourth grade pupils made greater progress than did fifth and sixth grade pupils, with sixth graders making the least progress.

Remedial assistance to junior high school pupils in grades seven, eight and nine was provided in reading clinics on the basis of a predetermined reading level. Achievement test results indicated that students gained about eight months in reading level during the school year. Gains were registered in all three grades, with greater gains in grades seven and eight. Supportive services in the junior high schools included nurses, guidance consultants, psychological testing consultants, instructional media specialists and parent aides in the classroom.

Senior high school students in reading and language programs showed a moderate degree of progress in achievement, as compared to previous growth. None of the gains observed in the senior high schools equaled a month's growth for each month of instruction.

The most progress in achievement was observed in schools and at grade levels that had the most comprehensive programs, involving the greatest investment of Title I funds, personnel, auxiliary and supportive services, equipment and materials. Generally, the elementary school students tended to receive more saturated Title I services than did the secondary school students. However, it should be noted that some of the services introduced by Title I into the elementary grades, such as guidance and counseling, have traditionally been a regular part of the high school program to some extent.

First, second and third graders in schools that had several supportive activities to supplement the special reading program showed higher mean scores on reading tests in May 1967 than in May 1966. Generally, these gains were higher and were statistically significant at grades one and two. On the other hand, students in target area schools which merely reduced class size without additional services did not show statistically significant gains in the first three grades, as compared to the year before, although the third graders did have a higher mean score.

However, where there were supportive compensatory education services, a reduced class size was found to have a positive effect. Generally, the classes were reduced to 22-27 students, often as a result of special state aid under the 1966 amendments to the McAteer Act of 1965. A comparison was made of achievement test gains between students in comprehensive compensatory education activities where class sizes had been reduced and students who received comprehensive services but without a reduction in class size. The fourth grade pupils in small classes gained more than their counterparts in larger classes. Gains made by fifth and sixth graders were the same for both groups. In grades one, two and three, the test scores of students in the smaller classes were similar to those found when reading specialists were used. Differences were not found as a result of reduced class size in grades seven through twelve.

One district used the Initial Teaching Alphabet (ITA) to teach reading to first graders in Title I target area schools. Based on reading readiness scores, a group of the Title I students was paired with non-Title I students for comparison purposes. An analysis of Stanford Reading Test scores of the two groups led the district to conclude that the ITA program for the Title I students was not superior to the traditional instructional program for the non-Title I students. Where significant differences were found, they tended to favor the non-Title I students taught by traditional methods.

The central cities' reports on teacher ratings of individual student reading skills were quite encouraging. Positive results were obtained from an analysis of pre and post readings in specific skill areas, as well as in post readings of the degree of improvement. Pre and post ratings of improvement were more pronounced at grade three than at grade five.

Reports on student self-ratings of their skill levels, behavior and educational-vocational aspirations did not conform to patterns which are often assumed to exist in target area schools. A sampling of responses by students generally indicated that they believed their skill levels were average or above average. Relatively few students reported disobedience of school rules, tardiness or unexcused absences. Large proportions of the students expressed high aspirations for educational and occupational attainment.

Results from principal and teacher questionnaires indicated general satisfaction with the instructional services provided by Title I. The great majority of the respondents working in schools with team teaching felt the program was beneficial in providing more time for individualized instruction and more opportunities for meaningful reading and language development experiences for the children.

In the elementary schools, the central cities hired teacher assistants, teacher aides and auxiliary teachers to assist the classroom teacher in preparation of instructional materials, grading papers, conducting independent reading activities, working with individuals on special problems, supervising small group games, supervising library activities, assisting with bulletin boards, planning field trips and performing clerical services. Teachers responded on questionnaires that the teacher aides were of value in compensatory education programs.

More than 90 percent of the principals indicated that teacher aides were moderately or very effective in improving classroom instructional programs and in effecting positive changes in pupil attitudes, interest and aspirational levels. The evaluation reports did not identify achievement gains resulting from the additional personnel in the classroom.

In general, the objective test data, staff ratings and parent opinions support a conclusion that favorable progress has been made by students in the central cities' remedial reading activities. Both staff and parents indicated strong support for the value of remedial reading programs in improving student motivation and interest as well as improving the achievement levels of students having serious reading deficiencies. Based on the results, it is reasonable to expect that continued efforts in remedial reading are likely to produce gains of sufficient magnitude that many of the students involved will be able to return to regular classroom situations and progress at a competitive rate in regular classroom situations.

English as a Second Language (ESL). English programs for non-English speaking students were designed and implemented in five central city districts. The objectives of the programs were to develop the students' ability to understand and speak English, to develop reading and English skills at the pre-primer level, to develop skills in writing correctly and creatively, and to improve reading and language skills.

Special instructional techniques were employed in ESL programs. Class sizes were small, Spanish-speaking teachers worked with small groups of children, regular classroom teachers were assisted by bilingual teacher aides, and resource teachers were employed to prepare materials for pupils and teachers. Instructional materials such as tape recorders, record players, maps, globes, texts and charts were purchased for use in ESL classrooms.

Teacher responses on questionnaires indicated that more than 80 percent of the students now read for leisure as contrasted to 50 percent before the program started. The teachers reported that the students' accuracy in reading comprehension had increased substantially, that ideas were expressed more clearly and that confidence in speaking had increased considerably. ESL participants scored significantly higher on sub-parts of the English proficiency test than did comparison groups.

Parent and teacher ratings indicated that ESL programs were effective, and teachers and principals reported that the programs improved student attitudes and self-image as well as learning skills. The greatest improvement in listening and speaking skills was found in intermediate grade pupils, while attendance was the greatest area of improvement in junior high school pupils.

Counseling and Guidance. Counseling and guidance activities were implemented in six of the eight central city districts. Services were provided at the elementary, junior high and high school levels, and were available to both public and non-public school children.

The objectives of the counseling services were to encourage more regular attendance of students, improve communications between the school and home, work with parents on family problems and identify learning problems. The activities included individual, group and parent counseling, psychological testing and home counseling. Group counseling sessions were held at the high schools and were often devoted to discussions of the students' educational and vocational aspirations.

While principals and counselors were enthusiastic about the additional counseling services provided by Title I, teachers expressed a less positive evaluation of the expanded services, possibly due to a lack of direct contact with all aspects of the counseling program. More than two-thirds of the principals, teachers and counselors expressed a need for more individual guidance services for the students. One result of the counseling activities was more appropriate educational planning based on identification and diagnosis of students' educational needs.

Parents reported a general satisfaction with counseling services and many indicated they had been in contact with their children's counselor. The parents stated that their children's aspirational levels had increased as a result of extended counseling services and that they were more satisfied at the end of the school year. There is evidence to suggest that parents of senior high school students seldom knew the principal of the school and were not acquainted with their children's teachers.

One central city district established a guidance clinic for students, parents and other community persons. The clinic was staffed by a psychologist, a psychiatric social worker, a secretary and a part-time consulting psychiatrist. The psychiatrist held extensive consultations involving mother and child.

The proximity of the clinic to the center of the target area resulted in more parents utilizing its services and facilities than they had previously. Parental response was generally positive toward the extent and effectiveness of the services available at the clinic. Substantial acceptance of the clinic was evidenced by the consistency with which appointments were kept. The clinic was effective in improving family and child-school adjustment, in improving pupil behavior at school and in identifying serious problems.

Parent-Community Involvement. Efforts to involve the community were augmented by parent participation in Title I activities and by social workers' contacts with the community. Six of the central city districts designed programs to seek parent participation and community contributions to the problems of educating disadvantaged children.

General objectives of these programs were to involve parents in experiences that would be meaningful for them and beneficial for their children, to increase the parents' understanding of the importance of education, to raise the aspiration levels of parents for their children and to increase parent understanding of and participation in educational activities.

To involve parents in school programs, school personnel invited them to small group meetings or round-table discussions, encouraged them to become active in PTA groups, provided report card conferences with teachers and invited parents to attend assemblies with their children.

Home-school liaison was established by use of social workers, nurses or counselors, who assisted parents in community work, participated actively in neighborhood association meetings, assisted the schools in dealing with students from bilingual or non-English speaking homes and developed intergroup educational centers. Parental cooperation was sought in attempting to overcome attendance problems and to develop students' interest in the educational process.

Some of the services of the social workers included case work, assistance to parents and children, consultation with faculty members on learning difficulties and behavior problems of children and participation in community organizations in the neighborhood.

One central city district developed an extensive parent interview schedule at the conclusion of the school year. Purpose of the survey was to ascertain the parents' awareness of Title I activities and obtain their observations on the effect of the increased services on their children's attitudes and achievement. Parents of students in grades one through twelve were interviewed.

In the survey, the parents expressed the opinion that their children's ability to understand school work was high; more than six out of ten parents indicated they felt their children understood their school work more easily. Parents of elementary school children showed a greater awareness of Title I activities and services during 1966-67 than they did the previous year, but the responses of parents of junior and senior high school students indicated a need for increased communication between the school and home to increase parental awareness of Title I services.

Principals of target area schools indicated that, with few exceptions, the number of parents involved in school affairs was very low in comparison to the number of parents living in the school attendance area. However, when parents were asked the question, "How often this year has anyone from the school visited your home?", nearly 70 percent of the 860 respondents replied, "not at all," while nearly 24 percent indicated about the same or more often than in the previous year. When asked the question, "What do other parents in your neighborhood think of the ESEA program?", nearly 60 percent of the parents responsed that they "did not know," while 29 percent indicated that it was better than the regular program. Based on parent replies, teacher responses, and data submitted by principals, one district assessed the effectiveness of the parent involvement program as "none to moderately effective" for the entire parent population, and "moderate to highly effective" for the parents who participated in the program.

Libraries. Five city school districts improved or increased their library facilities in target area schools with Title I funds.

Library services were developed to augment language development programs and to provide recreational reading materials. Librarians served as resource persons to teachers and assisted in selecting books and materials for classroom use. Full-time librarians were assisted by library aides. Although complete library facilities were not available in all schools, books were housed in corners of rooms, behind curtains on stages and in separate small buildings. Library facilities were available for use before, during and after school hours.

District evaluation reports indicated that Title I was a substantial impetus in increasing the use of library facilities and in adding enrichment materials to the library. Parents reported that their children enjoyed and benefited from the library activities and recommended that the services be continued. Teachers responded that the increased use of library materials was helpful to the students and that improved library skills were evident. The library services provided the facilities and environment that encouraged learning and study and enabled both teachers and pupils to have direct access to sources of information.

Health Services. Health services were provided for 132,708 public and non-public school children in the central cities. Included were additional nurses, medical and dental reviews of particular problems and nutrition in the form of a free breakfast or lunch. Implementation of health services resulted in an increase in parent involvement with the schools and provided an incentive for parental followup on health problems as they relate to the child's progress in school.

Nurses participated in health instruction programs, parent dental programs, analysis of adolescent development problems, parent and student study groups and teachers meetings. They helped identify visual and auditory handicaps in students, screened students for receiving nutrition services and developed parent education programs aimed at healthful family living.

Nurses' assistants were provided to release the nurse from clerical duties and routine tasks, thus permitting her to devote more time to a comprehensive community service program for children and their families. As a result of Title I, the ratio of nurses to pupils in target area schools was increased.

The nurses often served as the school-home liaison person and provided families with professional medical advice and information. She gathered information on the reasons for student absences from school and relayed information from the school to the home. At the senior high school level, pregnant girls who had dropped out of school, and their parents, were provided consultative services by health personnel.

Elementary school teachers reported that nursing services were most beneficial in assisting students to receive needed health services and in following up on health recommendations and referrals. Junior high school teachers indicated that identification of students in need of health services was the most beneficial function of the nurses. Teachers generally felt that more health services should be provided for Title I students.

Cultural Enrichment. Cultural enrichment activities were implemented in all eight central city school districts for public and non-public school children. Enrichment activities included study trips, use of community resource persons to enhance educational opportunities, development of study trip guides, use of aesthetic materials, opportunities for children to express themselves creatively and outdoor educational programs.

In general, teachers planned cultural activities around classroom teaching units. Study trips were preceded by sufficient preparation so that pupils gained an understanding and appreciation of what they were to see, and were followed up by discussions, writings, and other activities. Trips were conducted to governmental agencies, business firms, community centers, institutions of higher education, parks and recreation areas and other places of interest.

Resource teachers trained in art and music assisted classroom teachers in providing enrichment experiences for disadvantaged children. Additional music equipment and art supplies were purchased through Title I, and children participating in music activities attended professional performances.

An important phase of cultural enrichment programs was encouraging parents to participate and act as chaperones. However, one central city district reported that nearly 90 percent of the parents did not accompany children on any of the field trips.

Teachers reported that study trips were of value both as a teaching tool and for the cultural enrichment of the students. About 75 percent of the teachers indicated that student response to the trips was strong and enthusiastic. Administrative personnel concurred with the teachers in their judgment that study trips and cultural enrichment activities were effective.

SPECIAL ACTIVITIES

Included in ESEA Title I programs of the central city districts were special, often experimental, activities for selected target area students. Three of the activities -- college environment enrichment, a counselor contact study and a more capable learner program -- are described below.

College Environment Enrichment. In an attempt to raise the educational insight of fifth and sixth grade youngsters from low-income areas,a college environment enrichment class was provided at a state college and a college area school. Children selected from the target area were considered to be of at least average intelligence and were transported daily to college area schools. The professional staff consisted of district teachers, college professors, teacher assistants, a counselor and an additional library staff. The regular fifth and sixth grade curriculum was enriched with educational experiences in art, science, physical education, drama and music, through the use of additional equipment and appropriate teaching methods. Classes were in operation during the entire spring semester of 1967.

Achievement gains in reading were observed in fifth and sixth graders participating in this activity. Teachers indicated that classroom behavior, academic performance, social behavior, and initiative in class activities increased during the project time. Students indicated that their aspirational level had changed over the interim of the project; all of the students from the central area indicated that they hoped to go to college someday. A majority of pupils felt that they were doing better in school and that they were reading more books, newspapers or magazines at home.

Counselor Contact Study. Another central city district conducted a study to determine whether the amount of time that counselors spent with students had an effect on the students. Students with "high" counselor contacts were compared with students with "low" counselor contacts.

The district reported that counseling sessions with "low" contact students were most frequently concerned with academic achievement and class changes, while meetings with "high" contact students were usually more related to attendance and behavior. Counselors believed that the level of rapport was very good or good in 82 percent of the "low" contact cases and 72 percent in "high" contact cases. An analysis of achievement test data indicated there were no differences in English mechanics, spelling, reading vocabulary or reading comprehension between "high" and "low" contact students.

Results of the study seem to indicate that counselors' activities are still primarily problem oriented. Most of the counselors' time was spent working with students who have problems in academic achievement, behavior or attendance, while little time was spent with the "high" contact group on educational and vocational objectives. Responses on a self-rating scale showed that the "high" contact students were in need of assistance in vocational and educational planning, but were not receiving the attention from the counselors that was warranted.

More Capable Learner Program. To provide additional educational opportunities for above average disadvantaged students, classes were conducted for more capable fifth and sixth graders on Saturday mornings. The classes, consisting of 15 students with a staff of one teacher and one teacher aide, offered extra activities in science, oral language and art. Several study trips were taken with other classes. Students who were selected were in the top 15 percent of their regular classes and had the qualities of self-discipline, self-direction and ability to work independently.

Pupil, parent and teacher assessments of the program were positive. Field trips were most frequently mentioned as the outstanding activity. The responses indicated a need for better coordination between the program objectives and regular classroom activities. Several of the pupils stated that more learning time was needed in the program.

SUBURBAN DISTRICTS

Suburban districts selected for analysis were located near the largest metropolitan areas of the state. A characteristic of the suburbs is that they are largely residential and serve as bedroom communities for the cities they surround. Counties represented in the 16 district suburban sample were Alameda, Contra Costa, Los Angeles, Marin, San Diego, San Mateo, Santa Clara and Sacramento.

ESEA Title I allocations for the selected suburban districts ranged from $50,000 to $335,000 and the number of children participating ranged from 220 to 1,150. Only 2.9 percent of the Title I children in the suburban sample were from the non-public schools.

OBJECTIVES AND ACTIVITIES

The most frequently identified objectives of Title I activities in the suburban districts were improvement of the child's self-image and his attitude toward school and education. Other major goals were to improve reading performance and raise achievement as measured by standardized tests.

The suburban districts also identified as objectives improvement of performance in skill areas, improvement of verbal functioning, raising of the children's occupational or aspirational level, improvement of home-school communications and improvement of staff through inservice training programs.

Most of the suburban districts operated curriculum programs, such as remedial reading and language development, or offered counseling and guidance services as their major activity. Other primary activities implemented less frequently were health services, cultural enrichment, study centers, library services, tutoring programs, intergroup relations and inservice education.

Counseling and guidance were the most prevalent secondary or tertiary activities. Cultural enrichment, reduction of teacher load, curricular programs, and auxilliary services also accounted for a substantial portion of the secondary and tertiary activities. None of the districts in the suburban sample operated a preschool program under Title I.

To implement their programs, additional personnel were employed by the suburban districts. The largest group of new employees was teacher aides; however, use of the aides was limited to a few districts. Teaching positions were added at the elementary and secondary level and in specialized areas such as remedial reading, speech therapy, music and art. Non-teaching positions supported by Title I included librarians, counselors, social workers, nurses, clerical workers and tutors. No volunteer aides were reported in the suburban sample.

FINDINGS

Standardized tests, including achievement and intelligence tests, were used to measure the impact of curriculum programs on target area children. Non-standardized instruments that were used included teacher-constructed tests on subject matter, questionnaires developed by school districts and attitude surveys administered to students, teachers and parents.

Remedial Reading. Remedial reading programs were implemented by six districts in the suburban sample. Most of the programs were carried out in grades one through six, although some districts continued to provide remedial reading in the junior and senior high schools. Participants in remedial reading activities were generally identified by achievement scores falling in the lowest quartile on standardized reading tests or by grade placement scores at least two years below their grade in school.

The research design used for measuring the effectiveness of remedial reading activities provided for pre and post testing with Title I students and comparison students, often from the same school. In addition to standardized tests, some districts used attitude scales to measure the change in behavior of children as a result of remedial reading programs.

Although there was considerable variability in the results of remedial reading programs in the suburban districts, the most frequent result was at least a month's growth per month of instruction in terms of grade placement. In some instances, the achievement gains made by Title I students were twice as much as the length of time they were exposed to the program, while in other cases a mean gain of two or three months was found in a seven month remedial reading program. Some districts indicated that their comparison groups did significantly better than the Title I groups, although there was a question of whether the comparison students started out with the same deficiencies as their Title I counterparts.

Questionnaire responses indicated that the attitude and behavior of students had improved. The children were reading more at home, showing more interest in reading and improving their classroom behavior as a result of the additional attention.

Communication Skills. Activities involving listening and speaking were implemented to build the reading readiness of younger children. Resource rooms were established with special equipment and a special teacher to work with small groups of children to improve their language skills. As most of these efforts were ultimately directed toward the improvement of reading, achievement tests in reading were administered to measure the impact of these programs on the children.

In general, test data indicated that Title I children and comparison group children improved comparably. The selection criteria for Title I and non-Title I children limited generalizations from the results.

Counseling and Guidance. Major activities in counseling and guidance included individual counseling and psychological testing for public and non-public school children. Activities were aimed at improving the attitudes of children toward school and raising their educational, occupational and aspirational levels.

While individual counseling sessions devoted major attention to discipline problems rather than learning problems, some evidence was submitted to show that student achievement levels were enhanced by counseling. In other cases, no differences in achievement level were found. If success of group counseling can be reflected in achievement test scores, one district reported that during a seven month interval between pre and post testing, students in grades 7 through 9 gained 14 months, and students in grades 10-12 gained 12 months.

Psychological testing services were provided to diagnose particular needs of the students, identify students for special education classes and maximize classroom flexibility to meet educational needs. Provision for follow-up activities was also important, and in many districts opportunities for improving home-school relationships were increased.

Evaluation of counseling and guidance programs was accomplished by student and teacher questionnaires. Results of the questionnaires to teachers indicated that guidance and counseling efforts were successful in providing testing assistance to teachers and additional help to exceptional children, but were less successful in improving student attitudes and behavior. Student responses indicated that group counseling was beneficial in providing discussion which improved their self-understanding, but was less than satisfactory in improving their achievement levels. One of the effects of counseling programs appeared to be improved communication and interaction between the student, the school and the community.

Cultural Enrichment. Cultural enrichment programs in the suburban districts consisted primarily of field trips. Trips were designed to augment the curriculum program and were frequently conducted at the conclusion of a unit of study.

Field trip activities were held during the regular school day, after school and on Saturdays. The children visited business locations, historical sites, college campuses, airports and libraries and attended symphony concerts and athletic events. Frequent visits were made to the State Capitol and Sutter's Fort in Sacramento, Golden Gate Park and museums in San Francisco and Balboa Park and Sea World in Southern California. Outdoor educational experiences were provided through camping trips to state and national parks and forests.

Data collected from students, teachers and parents indicated that the field trips were valuable in improving student interest, morale and attitudes toward school. Teachers reported that the trips improved the students' conceptual and verbal skills.

School-Community Coordination. Activities to improve home-school relationships, increase parent and community involvement in school affairs, facilitate communications between students, teachers and parents and provide intergroup education were frequently implemented to support the suburban districts' primary activities. Some districts hired social workers or community aides to implement their school-community coordination activities, while other districts used counselors.

Integration specialists worked with schools and community action groups in developing programs to alleviate de facto segregation. Parents were interviewed by school personnel to determine the child's perception of school, the parent's opinion of the school program and the relationship of the parent's attitudes to the child's school performance. Disciplinary action by the school or behavioral problems in the classroom prompted counselor-parent conferences.

Responses from questionnaires to parents indicated there had been an increase in communications between the school and the community and between the school and the home. Parents became more involved in school activities and more aware of the purpose of the school. They reported that they were concerned about their children's attitudes toward school and indicated these attitudes had improved.

Libraries. Library services were established to encourage children to read for leisure, to provide a source for reference information and to increase the number of volumes in school libraries. Volunteers were used in library programs to assist in processing and circulation. Districts indicated that library facilities were used to a much greater extent than they were prior to implementation of Title I.

Health Services. Physical examinations, identification of physical ailments and nutrition were some of the health services received by Title I children in suburban districts. Nurses conducted health education activities, including instruction in growth, nutrition, general health, immunization and disease control. They referred children to the school doctor or dentist for follow-up work in vision, hearing or dental needs.

Districts reported that many emotional and physical problems were identified as a result of the health services.

Dietary supplements were provided for children who came to school hungry or without lunches from home. Many children benefited from well-balanced meals as a result of free lunch programs. Teachers observed that well-fed children were more willing and ready to learn and accomplished more in their school work.

Curriculum Planning and Development. Curriculum planning and development activities were closely related to inservice training programs in the suburban districts. Special curriculum materials for disadvantaged children were developed, courses of study were established, motivational materials were designed and programmed learning materials were obtained for classroom use. Evaluation of new curriculum materials was limited to the application of the study guides in the classroom. Districts reported that materials directed specifically toward the disadvantaged child were helpful in their Title I programs.

URBAN DISTRICTS

The urban school districts typically serve areas which are contiguous to the central cities of San Diego, Los Angeles, San Francisco, Oakland and Sacramento, but which are distinctly separate political entities. The urban areas are characterized by an influx of medium to heavy industry, and the residents generally are employed within the cities served by the school districts, as compared with the suburban classification characterized by commuters of a typically higher socio-economic class. Examples of the fifteen urban school districts selected as samples for analysis are Pasadena, Alameda, South San Francisco, Compton and Norwalk. The average number of students enrolled in ESEA Title I programs in the urban sample was 1,500, and the average ESEA Title I grant for 1966-67 was $200,000.

OBJECTIVES AND ACTIVITIES

The urban districts had comprehensive ESEA Title I programs with multiple activities usually covering a grade span from kindergarten to 12th grade. Skill development and curriculum programs were generally the primary activities of the urban districts, just as they were statewide. Frequently these curriculum programs were supplemented by other major activities, such as those aimed at improving student self-image and attitudes. While curriculum programs were not universally cited as the major activity, each of the districts in the urban sample had at least one component in language development, remedial reading, English for non-English speaking students, language skill laboratories or a combination of these making up a comprehensive curriculum program.

Each of the urban districts had an inservice training program, and many had supportive and auxiliary services, such as school psychologists, social workers and health and nutrition services. Counseling and guidance was a frequent Title I activity in the urban districts, with an increasing number of guidance personnel employed in the elementary schools.

FINDINGS

All of the urban school districts used standardized achievement tests, such as the Stanford Reading Test and the California Achievement Test in reading, to evaluate their Title I projects. The standardized tests were frequently supplemented by locally constructed non-standardized instruments and informal evaluation techniques, including check lists, attitude scales and teacher, parent and student questionnaires.

Reading and Skill Development. In general, remedial reading activities in the urban districts resulted in substantial and significant success. Growth on standardized tests ranged from one month for every month of instruction to substantial gains approaching three years of achievement over a six to eight month period. The average gain appeared to be between 1.2 and 1.4 years for programs operating for six months.

The greatest gains tended to be in the lower elementary grades, especially at grades 2, 3 and 4, with lesser growth in the junior high school grades and the poorest results in grades 10, 11 and 12. In some projects with reading specialists and individual tutors, the substantial growth of the elementary grades was extended into the junior high and senior high school grades. Even at the senior high school level the modal growth in the urban districts was typically a month's growth per month of instruction.

A careful diagnosis of the individual students' learning difficulties, followed by treatment by reading specialists, was characteristic of most of the reading programs in the urban sample. Reduction of pupil-teacher ratio through use of teacher aides, cultural enrichment activities, psychological services and individual counseling were generally employed to support the reading project.

Evaluation reports from school districts indicated a wide range of achievement results even within a district. For example, one urban district's test results for eight different groups, shown in Table II-C, shows a median growth ranging from 2.6 months for one group to more than 17 months for another group during a six month period. The median growth for the eight groups combined was 10.2 months, as compared with 1.4 months for a comparison group which did not participate in ESEA Title I activities. This data clearly indicates that exceptional progress was made by ESEA Title I students overall, but within the project population the variation is quite large, probably due to small groups tested.

TABLE II-C

RANGE OF GROWTH IN ONE URBAN DISTRICT DURING A SIX MONTH PERIOD
(Comparison Group: Mean Growth = 1.4 Months)

Instrument	Group Size	Mean Growth (Months)
Gilmore Oral Reading Test	84 61	Accuracy 17.1 Comprehension 15.5
Durrell Analysis of Reading Difficulty	60	Reading 12.1
Gray Oral	32	10.2
California Phonics Survey	19	6.2
Botel	39	15.1
Spache Diagnostic	11	13.1
Gates McGintie Survey	39 30	Vocabulary 2.6 Comprehension 9.3
California Achievement Test	17	8.3

Another district reported improvements in student achievement ranging from one year to two years and one month, with an average gain of one year and three months. The percentage of gain ranged from 15 percent in the second grade to 62 percent for the district's fifth graders.

This district's reading improvement program was conducted in small groups with a highly skilled reading teacher. A special effort was made to analyze and evaluate the individual needs of each child and to motivate the students to develop more of an interest in reading. In the same district, the secondary grade students, while generally showing lower gains than the elementary grade students, had average gains of one year in reading speed, 2.1 years in vocabulary and one year in reading comprehension.

Another district summarized its findings as follows:

> "There was a dramatic movement of ESEA Title I students up from the first quartile. The number of Q_1 dropped from seventy to thirty-six; Q_2 increased from sixteen to twenty-seven; Q_3 from five to fifteen; and Q_4 from one to seven. Because this movement was distributed, eleven to Q_2, ten to Q_3, and six to Q_4, the standard deviation was increased from 17.9 to 22.51. The expected result of good teaching is to increase the differences between students.
>
> "Perhaps a corollary of the above is the apparent fact that the lower elementary students benefited a great deal more than the upper elementary students. The former moved from an arithmetic mean of 15.26 to 36.47 (raw scores) while the latter moved from 27.55 to 38.15 (raw scores). However, the upper elementary started with only fifty percent of their group in the first quartile while the lower elementary had eighty-two percent in that range. This is evidence that the project is doing what it was designed to do; help the educationally handicapped. Actually forty-two percent of the seventy-two lower elementary students moved up from the first quartile during the six months of the study. During the twelve month period between tests in the Comparison School, this was true of only nineteen percent of their sample."

Generally, there was also a marked improvement in measured IQ scores among ESEA Title I students in the urban districts. In one sample of 87 students, for example, the average IQ scores increased from 90 points to 97 points during a six month period.

Remedial programs in mathematics and social studies were conducted by some of the urban districts, but these were relatively few as compared to reading projects. The mathematics programs were generally at the upper elementary and junior high school grades. Results of subject matter classes were measured by teacher-developed instruments and informal evaluation, which indicated growth that exceeded the previous achievement of the project students and, in almost all cases, approximated the growth expected from an average student of a middle class background.

However, it is difficult to generalize from these findings because of the limited cases and because of the specific nature of the subject matter content. Reports from administrators and teachers involved indicated satisfaction with the students' progress and with the success of the projects in fulfilling their objectives.

Anecdotal records submitted by school districts give further insight as to the impact of ESEA Title I projects in reading and skill development. Following are some of the anecdotes:

> "A boy who could not read his class textbook a month before remedial instruction began was sure he could not read it later (because of his prior failure). When he actually opened his text, however, he shouted in surprise and pleasure, 'I can read it!.'"

> "A small Chinese girl who had only been able to learn to read English with the help of the specialist wanted to express her gratitude and shyly offered, 'I would like to teach you Chinese.'"

> "A teacher aide who was helping a small group of children with arithmetic fundamentals was able to concentrate a good amount of attention on a girl who did not understand the basic nature of subtraction. After only fifty minutes of special help the child grasped the basic concept and was completely thrilled with her success. The aide reports that what had appeared to be a slow learner turned out only to be a child in need of some individual attention."

> "A small boy with a speech impediment had obvious feeling of inadequacy during oral reading. The aide reports that she made clear that she was only there to listen, not to judge him. He realized this, made a much stronger attempt to read correctly, and afterward told the aide, 'I love you.'"

> "A 13 year old boy has never received good grades in class and has seldom attended school. He was classified as a non-reader. After tutoring in reading by the specialist he has learned to read and has requested that a friend of his with the same difficulty be assigned to the special classes saying, 'He doesn't know what fun it is and I want him to learn.'"

Preschool. Two of the districts in the urban sample had preschool projects. One of the districts reported on the results of medical and dental screening examinations of the preschool children. Of the 79 dental examinations, defects were found in 32 of the cases. Hearing examinations were given to 157 children, with 26 found to need medical attention. Thirteen of the 170 students showed some type of nutritional deficiency.

Parent involvement in the district's preschool project was accomplished through parent meetings conducted by outside consultants. In addition, the teacher, social worker aide and nurse made extensive home visits, with the social worker averaging 40 home visits per month and the nurse averaging 32 visits per month.

In the other preschool project, students who had participated in preschool classes during the summer of 1966 and had entered kindergarten were compared with a random sample of kindergarten children who had not had preschool. In all cases there was a substantial difference in growth rate between the two groups in favor of those having preschool experience.

The preschool students had an upward movement in class rank on certain variables in every case. Generally the disadvantaged children advanced to the middle ranks of the class early in the year, which had not been the case traditionally. Virtually, all the disadvantaged children with preschool experience advanced in rank during the year. The magnitude of these advances was found to be significant statistically. The district reported that the summer preschool experience enabled the disadvantaged children to begin kindergarten on a more even footing with their non-disadvantaged peers.

Although the district's preschool project operated an average of only four months, with three different groups participating during the year, the average IQ gain ranged from six points to 10 points during the short period.

In addition, other tests given to the students showed they gained an average of slightly more than six and a half months during the four months of operation. Anecdotal records submitted by the preschool teachers and teacher aides indicated that preschool had improved the emotional maturity of the children and increased their ability to work cooperatively with other children.

Supportive Activities. Among the trends in the urban areas was the increased use of trained social workers for home visits and counselors at the elementary and junior high school level. Efforts were also made to bring parents and students into contact with county welfare workers, public health representatives, local physicians, school nurses, probation officers, juvenile authorities, and in the case of high school youths, prospective employers and law enforcement representatives. The number of positions added and the types of services provided varied among the urban districts. Teachers and administrators universally reported that the added services were extremely valuable and were a major contribution to the total Title I program.

An important emphasis of the urban district projects was the improvement of student attitudes toward themselves, toward school and toward their future occupational goals. Some of the districts constructed local attitude surveys to obtain quantitative estimates of progress, and where this was done, the results were generally positive. For example, one district reported that as a result of counseling services the dropout rate was significantly reduced from 21.7 percent to 9.2 percent.

Most of the attitude changes were evaluated by anecdotal records or by teacher judgments. There are relatively few existing reliable measuring instruments in this nebulous field, and positive changes in attitude can often be observed but not quantified. Evaluation of attitude changes caused by ESEA Title I programs must depend on teacher and administrators' subjective judgments. As attitudes contribute in some degree to academic performance, the ultimate value of these activities can be measured by changes in academic progress. Thus, if individual psychological services, health screening, nutrition and similar activities are successful, they will help the child achieve at a higher level. The long-term look at the success of such services will take some time. However, each year an intermediate assessment can be made, using evaluation techniques such as teacher rating scales, check lists and anecdotal records. In addition, quantifiable records such as counselor-pupil contacts, number of home visits, and number of books checked out from the library by ESEA Title I students, are available. From these interim reports it appears that auxiliary and supportive services have had a significant impact on Title I students and are contributing to the success of the program.

RURAL DISTRICTS

Twenty school district reports were selected to present a sample of ESEA Title I projects in rural areas. The classification of rural encompassed all areas which could not properly be designated as central city, urban or suburban. In other words, rural included not only agricultural regions but other non-metropolitan areas.

Districts in the rural sample received ESEA Title I funds ranging from $215 to $80,000 with about half the districts falling in the $20,000 to $40,000 region. About one-fourth of the rural districts had less than 100 children in Title I programs, and about half had between 100 and 500 participants.

Generally, the rural districts tended to spend less per Title I child than did the metropolitan districts, indicating an attempt to reach more children with a less comprehensive program. For example, the average Title I expenditure per student in the 20-district rural sample was $141, compared to the statewide average of $190.

OBJECTIVES AND ACTIVITIES

The most frequent objectives of rural projects were improvement of reading performance and increased achievement on standardized tests. Other common objectives were improvement of the children's verbal skills, attitudes toward school and self-image.

The primary activity of most of the rural districts was in the curriculum category, with remedial reading being the most prevalent, followed by development of communication skills. Most frequently implemented as secondary and tertiary activities were reduction of teacher load, cultural enrichment and counseling and guidance. Relatively few rural districts reported projects in English for non-English speaking children, mathematics, preschool, teacher inservice education, attendance improvement, creative expression, library services and health services.

To implement their Title I activities, most of the rural districts employed additional teachers and teacher aides. Nurses, clerks, attendance supervisors, counselors and speech specialists were also hired through Title I. Few of the rural districts reported using volunteers in their projects.

FINDINGS

Most of the rural districts used standardized achievement tests, usually the Stanford Reading Test, to measure change in disadvantaged children. The tests were generally supplemented by anecdotal records, teacher observations and questionnaires. Some of the districts used school grades, attitude scales, attendance records and dropout rates to determine student changes.

While the districts in the rural sample reported positive change on standardized tests results, usually in grades one through five, in most cases the baseline data were not sufficiently defined to determine the specific magnitude of growth that could be attributed to Title I activities. Nevertheless, the positive change in achievement level reported by the rural districts indicated that disadvantaged children were progressing and not standing still.

Teachers and other staff personnel gave a more favorable assessment of the impact of Title I on rural students than was reflected in the objective test data. The school staffs reported that Title I had improved the students' academic skills, attitudes toward school, classroom behavior, motivation to learn, oral expression, self-concept and security and rapport with the teachers. The rural districts also observed that the programs had improved the ability of their teaching staff to work with disadvantaged children by increasing their sensitivity toward the problems and needs of the children, providing more time for individualized instruction, introducing new teaching techniques and providing additional instructional materials.

Following are samples of narrative reports and anecdotal records submitted by rural districts:

"The classroom teachers observed that the students who were given an extra half an hour a day with a reading specialist gained in self-confidence, a greater feeling of success, and an overall general attitude toward school work. It was observed by the reading specialists that the students almost always came enthusiastically to the reading laboratory and maintained a high degree of enthusiasm throughout the year. It is our feeling that this was due to the individualized intensive instruction given during this period of time."

"The increased skill which they now possess allows them to enjoy their reading more. They are always anxious to go to the reading class and seem to get more pleasure out of their reading books. I have also noticed that they are checking more books out of the library since they have been enrolled in the remedial reading class."

"Achievement tests were given before and after the program to the second group. There was no comparison group. The entire group showed an average gain of .73 of a grade in two and one-half months. Two children gained almost two full years. Fourteen showed from one to two years gain. The rest remained relatively the same or made small gains."

"As a result of this project we have had additional facilities, personnel, equipment of all types, supplies and other materials. The impact that all of this has made has been noted relative to both students and their parents. It must be said that the project has fostered better and more creative behavior, provided enriched language and learning experiences. We have noted improved parental interest in and better cooperation with the school. We know that the image of the school and its public relations posture has been improved."

"We conclude that the 56% improvement in grade point average was achieved through the individual attention to subject matter and reading made possible in the small group situation. Further, we conclude the decrease in number of referrals for disciplinary action and the improvement in citizenship and social adjustment were attained through our efforts to improve the self-confidence and feeling of individual worth through intensive counseling and individual attention afforded by small groups and extensive field trips.

We feel our anticipated objective of increasing holding power or reducing the dropout rate was achieved. Similar groups of this type in our high school experienced a dropout rate four times greater than our project students."

"A result which could be observed, but was impossible to measure with any test, was the change in attitude of many of the students and some of the parents. The students developed greater confidence in themselves and their ability to handle more difficult work than they had previously wanted to try. Some of the students showed a greater enjoyment of the learning situation.

Many students and some parents showed a more positive attitude towards learning, the schools, and the teachers."

"The E.S.E.A project for the library extension services that permitted the purchase of books for culturally deprived students, particularly those students in low-level classes, appears to have had a far-reaching, worthwhile affect on the students involved. Students have read three to four books during the school year rather than one or, in many cases, none. The reading comprehension and speed of the students appears to have increased, according to English teachers involved. The interest in literature created by the reading of the books gives indications that the students will have a continued interest in the study of literature."

"A record of absences was kept for twenty-two students with the poorest attendance records for the school year 1965-66. The attendance counselor worked with these students and their parents during the 1966-67 school year. The average percentage decrease in the number of absences for this group was 39 percent. The average number of absences per student for this group dropped from 32.9 days in 1965-66 to 20 days per student in 1966-67."

SECTION III

A REVIEW OF SELECTED ACTIVITIES

This section contains a description of various Title I activities operated by school districts. Further analysis of individual activities, as implemented in different types of population areas, appeared in Section II.

REMEDIAL READING

School districts in California have identified reading improvement as one of the primary needs of disadvantaged students. Upgrading reading skills was a major objective of Title I projects for both elementary and secondary students. About 30 percent of the 1966-67 projects had reading as the primary activity.

The greatest achievement gains in Title I reading projects were by students in grades two through six, although there was extreme variability among districts and individual students. Progress reports on individual students varied from little or no growth to three or more years' growth.

Higher gains were usually achieved in vocabulary or word recognition skills than in paragraph meaning. Some districts noticed differences in strengths and weaknesses among students from varying income backgrounds even within the target areas. Children from the lowest income group in the target area schools made greater gains in vocabulary than in paragraph meaning, while the reverse was true of students from relatively higher income families.

ORGANIZATIONAL SYSTEMS

Each district had the responsibility for determining its students' reading needs and the most appropriate type of organizational system for reading instruction. Systems selected by local school districts ranged from employing teacher aides to assist regular classroom teachers during reading instruction to employing a special reading teacher who worked with a team in a reading laboratory to diagnose and remediate individual learning deficiencies. The most frequently used systems for improving reading instruction are identified in Table III-A.

TABLE III-A

MOST FREQUENTLY USED ORGANIZATIONAL SYSTEMS FOR THE IMPROVEMENT OF READING INSTRUCTION

Organizational System	Percent of Projects
Reading Specialists Reading Specialists with Aides (2%)	57
Teacher Aides for Classroom Teachers	28
Additional Classroom Teachers to Reduce Class Size	15

Many school districts used more than one organizational system to improve reading instruction. In some cases districts used a reading specialist for students with severe reading disabilities, while a teacher aide was provided for the regular teacher to assist students with less severe problems.

A large city school district in Southern California described its organizational system for reading improvement as an individualized program for students who had not succeeded within the framework of the regular classroom. The district reported in its evaluation:

> "It was recognized that causes of reading disability are often multiple and interwoven and can be part of the larger pattern of nonsuccessful experiences which imply a flexible, multi-level and individually-centered approach to the remediation of reading problems."

Another district summarized its organizational system by stating:

> "This project gives evidence that the success of working with the disadvantaged child lies in small group and individual instruction with the combination of a competent teacher, a teacher aide and allied services to support the whole group."

In some cases districts which selected only one organizational system for reading instruction modified the system to account for variations in reading needs of its students. In one high school district, students with the most severe reading disabilities received individualized instruction from a reading specialist in groups of one to five. Students with less severe reading problems received small group instruction from a reading specialist in groups of five to ten.

SELECTION OF STUDENTS

Remedial reading projects did not involve all the disadvantaged students who had reading problems and needed special attention in reading. Only students with the most severe reading disabilities among the disadvantaged students in the target areas were selected for remedial reading instruction. These students were usually a year or more behind the reading level of their disadvantaged classmates, which meant they were even further behind when compared to the general student population. Some districts screened possible candidates by using a battery of diagnostic tests to determine specific reading and learning deficiencies.

INSTRUCTIONAL METHODS

Districts reported success in using a variety of instructional methods for remedial reading, including phonics training, creative writing, language experience stories and linguistic approaches. As one city district reported:

> "No comprehensive plan for correcting reading disabilities has been designed that will correct all reading problems because each case is different and each case must be approached in a different way, using different means than one already tried unsuccessfully."

The following anecdotal records about the experiences of two children underline the variety of problems that exist and the variety of methods

necessary for successful remedial reading instruction:

"Richard entered the program in the 5th grade very hostile towards learning. . . . After two months he began to participate in creative writing and language experience stories. His attitude toward reading remained essentially negative until late fall of 1966. Through continuation of creative stories and a totally new approach (linguistic) to reading, he began to gain skill and some confidence in himself. This pattern has continued until the present. He will have made about two years progress in reading since April of 1966. . . .

"Now Richard walks into class with a smile, is enthusiastic about learning, has dropped his attention getting devices, and has approval of his peers. . . . The classroom teacher reports this change in attitude has carried over into the classroom."

"Barbara is an eight-year-old and in the third grade. . . . She did not recognize all letters of the alphabet and test scores indicated she was virtually a non-reader.

". . . There are twelve children in her family and Spanish is spoken at home although the mother communicates well in English. She wears glasses and has a noticeable defect whereby one eye deviates inward.

"A visit to the home was a revelation concerning Barbara's background and environment. Without going into detail questions remained as to adequate rest and proper nourishment. A television set seemed to be the only stimulus. Reading material of any sort was practically nil.

"It was evident that this student would have to start with the mechanics of beginning reading. Goals were set up to help the development of left-to-right movement, to recognize letters of the alphabet, to hear basic sounds, to recognize basic sight words and to read simple stories for meaning.

"Barbara lost no time in taking advantage of everything the laboratory had to offer. She developed independence and skill in operating the various machines, and became self-competitive at each activity. At first the work was difficult and her progress extremely slow, but through her own persistence she began to show positive results. The typewriter seemed to provide the greatest motivation in teaching the alphabet and vocabulary, and eventually she began to type her own sentences. Her delight and surprise at her accomplishments began to carry over into the classroom."

REMEDIAL READING AND STUDENT ATTITUDES

The negative attitude toward reading and the low self-image of students with severe reading disabilities was identified as a major problem in improving reading achievement. A city school system's survey of classroom teachers

indicated that lack of student self-confidence was rated as first out of sixteen possible factors contributing to poor reading ability in target area schools.

Improvement in student attitudes as a result of participation in Title I reading projects was reported by many districts. A reading specialist in the Sacramento Valley wrote:

> "One of the greatest contributions other than increased ability to read that was noticed by most all remedial reading teachers and regular classroom teachers was the positive change in self-concept. In the regular classroom situation, the student who qualifies for specialized reading experiences much difficulty in building and maintaining a healthy self-image since he is constantly placed in competition with others who experienced educational success more frequently than he. As the school years progress, the student has a tendency to become less involved in the classroom situation because he has become conditioned to expect his responses to be less worthy than most of his classmates."

Another reading specialist reported:

> "I knew Sam was showing signs of reading growth but I was not sure he was aware of his increasing ability. Then one morning he came by to ask if he could please register his seventh-grade brother for the class."

Dramatic changes resulted after non-readers were provided with individualized instruction. A district submitted this anecdotal record:

> "Robert entered the special program as a very shy, uncertain second grade child. He spoke with much hesitancy, afraid of being wrong. He seemed to be alone and very non-conforming. He would seem to be listening yet could not follow the simplest direction. He was unable to work or express himself while with any other child. Robert was assigned to working with the special reading teacher and the two aides on a one-to-one ratio. This relationship forced a response from the child. This situation gave him confidence that he could learn. He has gone from a non-reader to middle second with eagerness to continue. His attitude changed from negative to highly positive. He now reads in a group. His parents are pleased with his attitude change and note that he volunteers now to read at home. He has become accepted in his classroom by his peers."

Parents also noticed positive changes in their children's attitudes. On district surveys two parents reported:

> "He looks forward to going to the reading clinic when going to regular school was often discouraging. He also has shown interest in words and signs and has tried to sound some out."

"He is more interested in words and their meanings in reading. He tries to read the newspaper and other things he has never attempted before."

The degree of positive change in attitude was not as great with secondary students as with elementary students. Although districts reported positive improvement by secondary students, the rate of improvement was less. Almost every district reported a small percentage of individual students who showed no progress or some degree of regression.

MOST PROMISING PROJECTS

In a sample of districts which received a "substantial progress" or "moderate progress" rating, the reported costs ranged from $137 to $569 per student for the remedial reading activities alone. The average for these districts was $252 per student for reading. As the average statewide expenditure for all Title I activities combined was $190 per student, this indicates that the most effective reading projects generally involved a substantially higher expenditure.

Remedial reading projects in which students with severe reading disabilities showed more than a month's achievement gain for each month of participation had the following characteristics:

- Students received reading instruction from a remedial reading specialist. Some projects also included the use of an aide to assist the remedial reading specialist.
- The organizational system included extensive diagnostic services to identify causes of reading and/or learning deficiencies and specify remediation techniques. Some districts also developed case conference techniques using a variety of specialists to determine the causes of reading and/or learning difficulties. Case conferences included

recommendations and observations from the nurse, reading specialist, classroom teacher, counselor, teacher aide and school psychologist.

- The pupil-teacher ratio during remedial reading instruction was five to one or smaller.
- The organizational system provided for frequent communication between the reading specialist and the classroom teacher to discuss individual student progress.
- The organizational system used more than one method for remedial reading instruction. A pragmatic approach to reading instruction was adopted. The focus was on finding methods or techniques which were successful with each individual student.
- The student received instruction in a room specifically organized for remedial reading instruction. The reading laboratory, also called a language laboratory or reading clinic, contained a wide variety of mechanical and printed devices which enabled the individual student to proceed at his own pace in remediation of a specific deficiency. Immediate assistance from an aide or a reading specialist was available when the student was not successful.

In summary, the key to reading improvement for students with severe reading disabilities was a flexible instructional system conducted by a reading specialist working closely with the classroom teacher. The instructional system contained enough individualized instruction and specialized materials to guarantee daily success and continued improvement by each student.

INSERVICE TRAINING

A basic assumption of ESEA Title I is that additional resources to improve teaching attitudes, methods, organization and materials will result in improved achievement and behavior by disadvantaged students. An important element in the improvement of instruction is an effective inservice training program for personnel who have a direct responsibility for teaching disadvantaged youth. The impact of Title I inservice training activities on local school districts was stated by an administrator who wrote in his evaluation report, "The school district has rarely had an opportunity to concentrate as much on inservice education for one area of education as it has through this Title I project."

EXTENT OF INSERVICE TRAINING

In 1965-66, 21 percent of the districts reported inservice training as a part of their Title I program, but it was the major activity in 5.7 percent of the projects throughout the State. During the 1966-67 school year, 50.4 percent of the districts reported inservice training as part of their Title I program, with 3.7 percent stating it was their primary activity.

Because inservice training was required for every Title I project and plans for staff development were included in every project application, it is likely that more districts conducted some form of inservice training than was reflected in the evaluation reports. However, the absence of any mention of inservice training in half of the evaluation reports indicates that the intensity of training activities in many districts was probably negligible. On the other hand, in some districts inservice training relating to the Title I project was financed from local district funds or other resources and was not reported as a Title I activity.

TYPES OF ACTIVITIES

In 1965-66 the emphasis of inservice training projects was on improving the attitudes and knowledge of district personnel regarding disadvantaged children. Improvement of instructional skills and teaching methods, especially in the areas of reading and language development, was the second most prevalent activity. Eight percent of the 1965-66 projects concentrated on improving skills in diagnosing educational and learning deficiencies of individual students. Inservice training of teacher aides received major consideration in six percent of the projects, while improvement of guidance and counseling skills was the emphasis of one percent.

As shown in Table III-B, there was a significant shift of inservice training in 1966-67 from understanding the problems of the disadvantaged to the development of specific skills to meet the needs of disadvantaged students. As one urban district reported, "Since a heavy emphasis was placed on sensitivity training during the initial year, the second year the inservice training program was concentrated on helping teachers to develop skills in better meeting the needs of the disadvantaged child."

Personnel in some districts were requesting inservice training to initiate new approaches in the education of the disadvantaged. A high school teacher in a rural area wrote:

> "Most teachers are already aware of the culturally disadvantaged child. This course and its objective only made us more aware. In my opinion they did not really advise us on how to help them other than what we are doing already. We're not interested in statistics. What's the solution to the problem?"

There was also a significant increase, from 8 percent to 17 percent, in the number of projects concentrating on improving skills in diagnosing educational and learning deficiencies. Development ot new curriculum materials was the major objective of 8 percent of the inservice training projects in 1966-67, as compared with 2 percent the first year.

TABLE III-B

COMPARISON OF MAJOR TYPES OF INSERVICE ACTIVITIES 1965-66 and 1966-67

Activity	Percent			
	1965-66		1966-67	
Attitude Change - Non-Student Personnel		45		21
Understanding the dimensions of poverty and their effect on children	41		17	
Improving intergroup and intercultural understanding	4		4	
Improvement of Subject Matter Area Instructional Skills - Teaching Methods		29		37
Reading	16		25	
Language Development	6		8	
English as a Second Language	5		4	
Mathematics	2		0	
Improvement of Instructional Skills - Classroom Organization		11		4
Use of visiting certificated specialists to assist the teacher in the classroom	5		0	
Use of teacher aides	4		4	
Other	2		0	
Improvement of Skills in Diagnosing Individual Student Educational and Learning Deficiencies		8		17
Improvement of Instructional Skills - Equipment Usage		4		9
Development of New Curriculum Materials		2		8
Improvement of Counseling Skills		1		4
TOTAL		100		100

CHARACTERISTICS OF ACTIVITIES

Personnel. Elementary school teachers comprised the largest group receiving inservice training in both 1965-66 and 1966-67. In the sample studied, 69 percent of the participants of inservice training activities were elementary teachers and 25 percent were secondary teachers. Three percent were administrative and supervisory personnel, and three percent were noncertificated personnel such as teacher aides, volunteers and clerks.

Organizational System. The primary organizational system used for inservice training in 1965-66 and 1966-67 was a workshop at the local school, district or interdistrict level. Although many districts had more than one organizational system, use of the workshop at the individual school or district level increased from 45 percent in 1965-66 to 75 percent in 1966-67 as shown in Table III-C. Ninety-four percent of inservice training activities were conducted during the regular school year, with 40 percent of the programs organized on a weekly basis.

PROBLEM AREAS

Small school districts in rural or isolated sections of the State generally had difficulties developing inservice training projects. The problem faced by these districts was exemplified by the following comment:

"The project staff has had difficulty in locating individuals with adequate background in teaching disadvantaged students and who are willing to come to a small school district for lectures and workshops. We would welcome assistance."

Title I stimulated very little inservice training specifically directed at improving skills in guidance and counseling or developing new skills in teaching science or social studies to the disadvantaged.

An analysis of inservice training programs indicates that the characteristics of the least effective programs were:

- Formal inservice training consisted of one all-day meeting for the school year.
- Inservice training consisted of one large group meeting with a formal speaker.
- The organizational system for inservice training did not provide opportunities for individual participants to actually use new techniques or materials with disadvantaged students.

TABLE III-C

TYPES OF ORGANIZATIONAL SYSTEMS USED FOR MAJOR INSERVICE TRAINING ACTIVITIES

Organizational Systems	1965-66	1966-67
	Percent	Percent
Workshop at District or Interdistrict Level	41	75
Workshop at Individual School Level	12	10
Workshop on College Campus	9	5
College Course in the School District	11	*
School or Classroom Visitation - Within the District	2	5
School or Classroom Visitation - Outside the District	8	*
Conference Attendance	9	*
Demonstration School Observation and/or Participation	2	*
Formal Speaker Only	6	5

*less than 1%

PROMISING PRACTICES

Although the types and intensity of inservice training activities varied considerably, the most promising inservice projects were characterized by the following factors:

- The goals of the inservice program were clearly defined and a concentrated effort was made to improve instruction in a specific area.
- The inservice program included all the professional and paraprofessional staff whose acquisition of new knowledge or a specific skill would affect the behavior or achievement of disadvantaged students.
- Districts used a workshop approach with an organizational structure which provided for small group interaction.
- Skills were developed or modified over an extended period of time during the regular school year.
- The attitude change or new skill advocated during the inservice program was implemented and modified under local classroom conditions with local students.
- The organizational system included routinely scheduled periodic group meetings of participants for discussion, evaluation and modification of new techniques and materials advocated during the initial phases of the training program.

GUIDANCE AND COUNSELING

Guidance and counseling was an activity in 223 projects. In 60 of these projects it was the primary activity. In most cases guidance and counseling was a supportive activity to some other primary endeavor, usually a curriculum program with a remedial and corrective orientation.

Where it was the primary activity, guidance and counseling programs were concerned with improving student attitudes toward school, reducing dropouts, screening and placing students for special curriculum programs and improving school relationships with parents. Individual counseling was the most frequent form of guidance and counseling, followed by psychological testing. Other guidance and counseling activities were parent counseling, group counseling, home counseling and psychometric assistance.

Because they are essentially supportive services, guidance and counseling activities can best be evaluated on a long-term or longitudinal basis. However, intermediate evaluations were made through teacher and administrators judgments, questionnaires to parents and students and other subjective evaluation techniques.

One evaluation method was to have the teachers rate the counselor services on a four point scale ranging from highly adequate to very inadequate. A district using this technique reported that all the teachers rated the counseling services as highly adequate in improving student attitudes and self-concepts. The parents rated the activities slightly lower, with 80 percent rating them as highly adequate, 10 percent as adequate and 10 percent as barely adequate.

Another counseling program was rated by analyzing the attendance records of the students at the junior high school level. Students who had missed 20-30 days of school during 1965-66 were absent 10-15 days during 1966-67, representing a 50 percent reduction in absenteeism. Students who had been absent only 5-10 days during 1965-66 showed little improvement in attendance. The classroom teachers reported that the Title I students seemed to be more regular in attendance and more attentive to classroom activities.

An area of emphasis in guidance and counseling activities was individual testing and psychological assessment. One district reported:

> "It is felt that one of the strengths of this activity was the availability of a full-time psychologist to focus attention on the needs of the individual child and to assist teachers in gaining psychological insight into the special learning problems and adjustments of the economically and culturally disadvantaged child."

Through individual psychological studies, the district learned of student needs that were not being treated in the existing school program. One of these was the need for more classes for the neurologically handicapped. The district also found that some of the students previously considered to be mentally retarded were able to progress in regular classes after intensive specialized teaching. The program stimulated attention toward early identification and prevention of school failures and analysis of the learning disabilities of students considered to be behavior problems.

The extent of psychological services is illustrated by a report which stated that 200 culturally disadvantaged students were given individual psychological examinations by a psychologist and psychometrist during the school year. The students were referred for examinations by adminstrators in the target areas. Often the screening activities or testing programs uncovered other deficiencies of the students. An example is shown in the following anecdote:

> "During the testing and perceptual development I discovered a little 5½ year old boy who weighed only 29 pounds. The nurse and school staff are cooperating with us to insure a hot breakfast and lunch for this bright

youngster. He gained five pounds in six weeks and his attendance is almost perfect during this period. He looks healthier and happier now."

Some districts evaluated their counseling programs by their effect on the dropout rate among high school students. An example of this is a high school district which compared the dropout rate of students entering in 1962 with that of the Title I group entering in 1965. Over a two year period the dropout rate for boys decreased from 20 percent to 1.9 percent, while the girls' dropout rate decreased from 35.7 percent to 13.8 percent. The decrease for the total group was from 27.2 percent to 6 percent.

In a similar study the grade point average for the comparison group was 1.1, while the Title I group's grade point average was 1.9, a significant difference. In another school, the grade point average of Title I students increased from 1.1 to 1.7.

In summary, guidance and counseling services appeared to have been effective in reducing behavior disorders, absenteeism and dropouts, as well as a valuable supportive activity for skill development programs. The following anecdotal record from a home counselor gives an indication of the problems of disadvantaged students and the extent of counseling services in Title I target areas:

"A high school student was referred because of non attendance. His mother stated he had locked himself in the bedroom and threatened to kill himself. The year before he had taken an overdose of medicine and had to be rushed to the hospital. His real father had died. His mother had remarried and he had six younger brothers and sisters. Neither his mother or stepfather spoke English. The stepfather was a farm laborer and recently his back had been injured in a farm labor accident.

"At the home visit it was learned that three of the younger children were home because there was no lunch money. There was no food in the home and the rent and utilities had not been paid for 2 months. The high school student wanted to quit school to help support the family. The school authorities told him it was against the law to quit school until he was 18 years old. Because of the emotional and financial problems involved the student felt he was more of a burden to the family than an asset.

"Since it was obvious the father was having great pain with his back, I took him to emergency ward of the County Hospital. There a doctor completed a form stating he was temporarily incapacitated. He was then referred to a worker who made out a form for groceries and placed his case on emergency basis so that a check would be forthcoming within the next week.

"As the emotional and economic problems adjusted in the home, the attendance attitude and performance of the younger children in school improved. In the spring instead of taking the children out of school to work the early crops, the parents expressed their gratitude and new interest in their children's education by staying in town and allowing them to complete the school term."

INTEGRATION

Efforts to eliminate the adverse effects of racial isolation on elementary school pupils were described by several school districts. Title I funds were used to implement integration plans approved by the boards of education in these districts. In some instances, funds from the Economic Opportunity Act and district sources supported Title I funding.

The general pattern for integration was to reassign minority group students from heavily impacted target area schools to elementary schools which had small percentages of ethnic minority pupils and adequate classroom space. Where necessary, transportation was provided to the "receiving" schools. Some of the Title I services normally provided in the poverty area schools followed the integrated pupils to their new schools. These included language and remedial reading specialists, cultural enrichment, home-school coordinators, human relations specialists, a free lunch program and after school study centers.

One objective of the integration programs was to stimulate the educational achievement of project pupils beyond their previous school experiences. In most of the districts 1966-67 was the first year of their integration program. While the evaluation of the programs was limited, the gains made by the integrated pupils in reading scores generally approximated a month's growth per month of instruction in grades two and three, while in grade six the average gain was approximately seven months for the school year. As the students' progress rates prior to the integration efforts had been somewhat slower than the month-per-month growth observed during the study, there were indications that they progressed at a slightly augmented rate during the study period.

In all of the districts, the presence of lower-achieving students from the target area had no effect on the achievement of the "resident" students in the receiving schools.

Studies were conducted to compare the achievement of the integrated students with that of students who had similar pre-test scores but who remained in the poverty area schools. In some instances similar gains were reported for both groups, while in others the integrated pupils made slightly higher gains, although the differences were not statistically significant.

One district selected students for integration who tended to have higher intelligence and achievement test scores and better citizenship than the average student population in the poverty area. The results of standardized reading tests given at the end of the year showed that the gap between the integrated and non-integrated students had widened, indicating greater achievement gains by integrated students. No data on the statistical significance of the test results were submitted.

Where attendance data were reported, the average rate of attendance for the integrated pupils in grades one through three increased significantly over previous years' rates, while the attendance of students in grades four through six increased slightly, but not significantly. The increases occurred despite the fact the students had to walk longer distances to their new schools or had to be prompt each morning to catch the busses.

An important objective reported by another district was in-class and out-of-class opportunities for shared experiences so that the minority pupils would be assimilated into their new school environment and be accepted by their classmates. A study of social patterns in the integrated classrooms indicated that the minority groups students were moderately well accepted by classmates in the receiving schools. Differences in popularity among the children appeared to be based as much on socio-economic differences as on ethnic differences.

Responses on teacher surveys were positive toward the integration programs. Teachers reported that the integrated pupils had shown improvement in attitude toward school, interest in learning, self-image and general appearance and personal care during the year. One district found that receiving school teachers who had minority group students in their classes tended to be more favorable toward integration than were receiving school teachers who did not have any of the students from the poverty area assigned to their classes.

Parent responses to questionnaires were also highly favorable. Most of the parents of the integrated students felt that their children liked school better, were more interested in learning than they were before and were well accepted at the receiving schools. The majority of parents also expressed the opinion that their children were getting a better education because of the integration program.

From the data available at this time, it appears that integration has had a positive effect on the minority children involved. There is evidence to suggest that the effect has been greatest on the higher achieving groups within the target area population. This effect might be described as "taking off the lid" for the more able students.

Other implications of the data submitted by districts are:

- Integrated children seem to achieve higher when they are grouped with high achieving, academically-oriented pupils from the receiving schools.
- Clustering the integrated students from the target area in a single class or with low-achieving pupils results in continued poor achievement.

- Integration with motivated pupils results in improved performance on ability tests, even after a short time.

Although most of the data presented in support of integration efforts reflected performance on achievement tests, it is also important to measure the effects that integration has on the affective domain, such as changes in attitudes and motivation. Data collected from teachers, parents, and community persons indicated general enthusiasm and satisfaction with the integration efforts.

TEACHER AIDES

A major technique for reducing teacher load and enabling more individualized instruction for students was use of teacher aides in the classroom. In 1966-67, 52 districts reported that teacher aides constituted the primary activity of their Title I program and 8 districts used teacher assistants as the primary activity. In most cases, the aides were a supportive service to the primary activity, especially in remedial reading projects.

A total of 4,274 aides were employed to assist teachers in Title I projects in the public and non-public schools at all grade levels. Of the aides, 1,412 were employed full time, 934 were employed half time and 1,928 were employed less than half time.

The stated objectives for using teacher aides were to provide assistance and service to the classroom teacher, to allow the teacher time for special attention to individual students, to reduce the pupil-adult ratio and to improve school-community relationships by using the services of community adults. In addition to using aides for classroom teachers, some districts employed aides to reading specialists, community liaison workers, nurses, counselors and other personnel.

The districts varied as to their qualifications for teacher aides. Some required that their aides have a high school education or be bilingual, while other districts had no such requirements. There was a general tendency among school districts to hire aides from the low-income population in the target areas, especially parents of the disadvantaged students in the Title I program.

Most districts hired their aides on an hourly basis, and salaries generally ranged from $1.50 to $2.50 per hour. Except in preschool classes, few districts used community volunteers in their projects; one district accounted for 3,000 of the 6,500 volunteers reported for the entire state.

The most effective use of teacher aides was in projects where the aides, as well as the teachers, were given inservice training. As the presence of teacher aides in the classroom is a relatively new educational practice, lack of inservice training and delineation of duties between the teacher and aide often resulted in poor coordination between the work of the teacher and the aide. Training for aides usually centered on duties to be performed and techniques of working with children from culturally or economically disadvantaged backgrounds. On-the-job training was conducted by teachers and administrators.

Assignments for teacher aides varied widely. Aides were used in regular classrooms and in special fields such as remedial reading, English as a second language, health, physical education, library services, home economics, special laboratories and clerical work.

In most cases the aides were expected to do clerical work. A number of teachers requested aides who had typing skills. An analysis of district reports on duties of teacher aides produced the following breakdown:

- Activities most often performed by teacher aides
    - Prepare instructional materials
    - Type masters and duplicate materials
    - Grade papers and arrange classroom materials
    - Work with individual students and small groups
    - Supervise class work, group games and relief-time activities

- Activities often performed by teacher aides
    - Assist in the library
    - Assist with cafeteria and noon duties
    - Assist with clean-up activities
    - Assist with room decorations, bulletin boards and teaching centers
    - Test small groups of students

- Activities less often performed by teacher aides
    - Maintain filing system
    - Assist in ordering materials
    - Assist with audio-visual equipment and field trips
    - Take class roll
    - Take inventory of books, materials and equipment

Evaluation of teacher aide activities was usually by subjective methods such as questionnaires, teacher observations and comments. Following are samples of comments by teachers:

"The strengths of the aide program are many. It gives the individual child more chances to get help when the teacher is working with the class. It reduces the size of groups the teacher has to work with. It minimizes behavior problems. It allows the teacher more freedom to observe the children. It stimulates the children in different ways than one teacher can."

"Especially helpful in kindergarten. Opportunity for considerable one-to-one relationship. First grade programs strengthened due to additional small group and one-to-one relationship. If any additional money is available, it should be spent for additional aides."

"I believe the aide did more to help out with special problems. She could take a child aside and work with him in an area with which he needed help. The teacher could go ahead with class instruction and yet a child with a special problem could get the help he needed without class interruption. The aide can do much to reduce teacher/pupil ratio. Both the teacher and the aide can have smaller groups to work with. More can be done in less time. I have certainly appreciated this."

"The project should consider itself singularly fortunate to count among its supporters intuitive and intelligent aides. Our aide can communicate with children and parents in their home language. This is tremendously important in establishing the understandings requisite to school and home cultures; identifying with each others' problems. Her language skills are of secondary importance to the basic human-ness which she brings to her work with people--both big ones and little ones."

"The aides helped pupil attitudes improve, reduce discipline problems, provide effective creative writing."

"Suggestions for next year would include more aides if possible. We utilized her best in the reading and language arts program and with those who needed individual help. This should be continued."

ENGLISH AS A SECOND LANGUAGE (ESL)

English as a Second Language was the primary activity of 31 projects and the secondary or tertiary activity of 43 other projects. ESL projects were generally concentrated in three areas of the state: the southern counties adjacent to the Mexican border, the San Joaquin Valley agricultural area and the central city school districts.

Most of the ESL programs were conducted in special classrooms by bilingual teachers with the assistance of bilingual aides. The average class period for ESL was 45 minutes. Districts reported that their most critical problem in implementing ESL programs was the inadequate supply of trained bilingual teachers and instructional materials.

Two major problems were evident in attempts to evaluate English as a Second Language activities. The first was the mobility of the students, as many of the ESL participants were children of agricultural workers. Although they were not necessarily migrants, many of them did follow the crops within a large region, especially in the San Joaquin Valley, and were not present for both the pre and post tests.

The second major problem was the lack of suitable instruments to effectively measure the change in student progress. Collection of baseline data did not present as large a problem at the primary grade level as the students usually had an English vocabulary of zero. However, in the upper elementary and secondary grades the students had some grasp of the English language, which needed to be refined into idiomatic English with particular emphasis on reading comprehension and verbal articulation.

The typical reading comprehension test was in English and therefore did not provide adequate or valid measurements for students with little or no English language facility. Experimental projects have provided some instruments for evaluating student growth in ESL activities, although these are still in the developmental stages. Where it was feasible to use tests, the results showed favorable changes between pre and post test scores.

In addition to published instruments, some districts devised questionnaires for upper grade students or used pre and post audio-tape recordings to measure articulation, fluency, pronunciation and comprehension in English. Teacher aide and administrative appraisals were used for subjective evaluations.

Another technique was to translate standardized tests and test instructions into Spanish and thus provide a bilingual testing situation. A district which translated the Peabody Picture Vocabulary Test at the junior high and high school level reported positive growth beyond the .01 level of significance for the students tested. In another district where the Metropolitan Reading Readiness Test was used, the raw score for students in the primary grades doubled from pre test to post test.

A sample of students taking the Full Range Picture Vocabulary Test, a non-verbal intelligence test, in English showed generally positive changes in IQ points after participation in an ESL program. The average scores for kindergarten children increased from 82 to 96 and for first graders from 90 to 102. Second graders regressed from 101 to 93 and third graders averaged 101 on both the pre and post tests. In the fifth grade, the median IQ increased from 97 to 112 points, while in the sixth grade the change was from 94 to 104.

In another sample, the Wide Range Achievement test was administered in English to students in grades one through six. First graders who tested at the .4 grade level on the pre test made average scores of 1.3 on the post test. Second graders increased from 1.6 to 2.3, third graders from 2.3 to 3.4, fourth graders from 3.2 to 4.2, fifth graders from 4.0 to 4.4 and sixth graders from 4.1 to 5.1. Students taking the Gates Reading Test in English in grades one, two and three showed less dramatic growth, with gains ranging from two to four months between pre and post tests.

Many of the ESL programs included activities to improve school-home relationships, especially with Mexican-American families. Districts used community aides to make home visits, held parent meetings, planned school programs for parents and used the special services of community agencies to improve the liaison between home and school. Based on questionnaires, attendance at parent meetings and reports from community aides, the general reaction of parents was that the ESL activities were valuable for their children.

One district in Southern California implemented an extensive home-school liaison program, in which news letters written in Spanish were sent to parents and meetings were conducted in Spanish to explain the ESL activities. The district had the most favorable results on tests to determine changes in attitude of the ESL students.

Another district emphasized the use of English skills in filling out job applications and related its senior high school ESL program to its general vocational training program. These efforts were reported to be highly effective.

HEALTH SERVICES

Efforts to improve health habits of disadvantaged children were provided by Title I funds through health services activities. There were 92 programs in health services that served 180,341 children and encumbered $1,427,848.

The types of activities provided under health services programs included additional nursing staff, use of doctors and dentists in examination work and dietary supplements in the form of free breakfasts, mid-morning snacks and free lunches. Health services activities were carried on in public and non-public schools and were offered during the regular school year and in summer school programs.

A total of 258 nurses were hired with Title I funds during 1966-67, and they were responsible for identifying children to be referred to doctors and dentists for correction of medical and dental problems. The school nurses administered vision, hearing and speech tests in order to identify these problems in children. Children having stomach cramps, head colds, fevers, toothaches, skin conditions and pediculosis were referred to the nurses and their aides. Improved health practices including sleep relaxation, posture, skin care, oral hygiene and personal appearance were recommended for target area children. The nurses also performed a more significant role in the area of health education, parent contacts and nutrition instruction.

As a tributary effect of additional services provided by the nurses and their aides, families in target areas benefitted from better health habits, medical and dental referrals and expedient clinical appointments. Schools were able to assist county health departments in identifying and remediating health problems, including developing preventative immunization procedures.

Evaluation of health services programs was accomplished by reporting the number of times children were assisted with certain activities or in certain areas, by questionnaires submitted to students and teachers, and by an improvement in the absentee rate. One district reported:

"The breakfast program was in effect for 5½ months and it is my belief that it has been a successful project and a worthwhile effort. A great many of our boys and girls who normally come to school with little or no breakfast were served a warm, nourishing meal. This breakfast probably represented the best meal for some of our pupils during the day. The fact that the students had a good breakfast before school started caused them to be better behaved and to learn more effectively."

Districts reported that attitudes of children were changed as a result of health services programs. As one district stated:

"Probably, more noticeable than the change in the attitudes of the children are the attitudes of their parents. They, the parents, in every case, have shown much more interest in the school and school activities. They have become more interested in better education for their children. The parents of the children in the program have been to the school at least six times (one family) and up to 11 times for one family. Two of these families (parents) prior to two years ago had never visited the school their children attended."

Physical fitness programs were carried on in conjunction with health and physical education classes. Boys and girls competed in team and individual sports and received swimming instruction.

One rural community had never had the services of a full-time dentist and the percentage of children who had cavities and abscesses was high. An out-of-town dentist was brought in through Title I to provide dental services to selected children and the number of cavities was drastically reduced. The dentist established himself in the community and began a permanent practice there.

SUMMER SCHOOL

Compensatory education projects conducted during the summer of 1966 and 1967 were generally continuations of the districts' school year Title I programs. Curriculum activities were the most prevalent, as they were during the regular school year. Preschool, inservice training, tutoring and cultural enrichment received proportionately more attention in the summer programs than they did in the school year programs.

Summer school activities were offered mostly in the metropolitan areas, with public and non-public school children at all grade levels participating. The most frequent objective of summer activities was to improve the children's self-image and motivation for learning. Other goals of summer schools were to prevent learning losses during the summer months, to stimulate new and diversified interests and to raise achievement levels.

The activities of three districts are described below as samples of Title I summer projects.

In one district, preschool experience was provided for 540 children, while an enrichment program, including outdoor camping,was offered for more capable students in the elementary grades. High school students received classroom work in basic subjects, supplemented by field trips and arts and crafts.

The Stanford Reading Test was administered to the high school students at the end of the summer session. The median gain was four months during the three month program, with largest gains, averaging eight months, achieved by the tenth grade students. More than one-fourth of the high school students scored gains ranging from one year to two years during the three month period.

In another district, 4,500 students from kindergarten through grade 12 were enrolled in summer activities. At the elementary level, three hour sessions were divided into reading, language development and enrichment activities. Students in the secondary schools were offered English and electives in fine arts and basic skills. Supportive activities included psychological and health services, teacher aides and enrichment activities. A mid-morning nutritional snack was served at both the elementary and secondary levels.

Test results for the elementary students were for the most part disappointing, while the junior high school students showed appreciable gains over the two month period. Parents of elementary students indicated that they felt the summer activities had been instrumental in broadening their children's interests, and three-fourths of the students reported they would like to attend summer school again. Responses of secondary students were less positive toward attending summer school, but more than three-fourths said they felt they had made substantial learning gains as a result of the activities. At both the elementary and secondary levels, parents and teachers felt the area of greatest improvement was in student self-confidence and educational motivation.

In the third district, 1,100 children were enrolled in a kindergarten-primary school summer program. Each school offered kindergarten classes with an activity and reading readiness program. On a questionnaire, about 70 percent of the teachers indicated the summer program was effective.

A summer inservice workshop for compensatory education teachers was conducted for five weeks. The workshop analyzed the problems of disadvantaged children, discussed practical ways of dealing with these problems and developed techniques and materials useful in teaching disadvantaged children.

PRESCHOOL

In 1966-67 there were 42 preschool programs funded under Title I. These programs involved more than 6,500 children and included such activities as language development, parent participation, health services and cultural enrichment. The preschool programs accounted for 3.5 percent of the primary, 4.7 percent of the secondary and 5.0 percent of the tertiary activities. This compares to 3.9 percent, 1.8 percent and 2.2 percent for 1965-66 school year.

An analysis of test data submitted by several districts indicated that kindergarten children who attended preschool in the spring of 1966 performed better in tests of reading readiness in the spring of 1967 than did children who had not gone to preschool. Girls tended to score higher than boys on these tests. In addition, there was evidence that the programs were especially helpful to youngsters from homes where English is not the primary language. In these homes, parental involvement in preschool programs was encouraged by bilingual school personnel, usually counselors or social workers.

Basic vocabulary development in English coupled with increased motivation from the home, contributed to the children's success in kindergarten, especially in the language development aspects of the kindergarten program.

A review of the results of verbal and non-verbal intelligence tests indicates that the level of general aptitude of students from the target area may be substantially higher than generally thought. In part, the differences may be attributed to different tests used. For example, there is some evidence that children score higher on the Columbia Mental Maturity Scale than on the Peabody Picture Vocabulary Test. Scores obtained on the Minnesota Preschool Scale and the Stanford Binet Scale were comparable.

The Stanford Binet, an individually administered test, is usually more reliable than the group tests. Some test results submitted by school districts showed that the same children's IQ scores varied from 85 points to 100 points depending on the tests used.

Most of the preschool staffs felt that the children had made substantial progress in improved behavior, especially in getting along with others. Pre and post rating scale data indicated that the children made appreciable progress in language and cognitive development. Usually the greatest gains were made in language and behavioral development.

There was a greater number of parents involved and a higher level of participation by them than was anticipated by several of the staffs. Nevertheless, some of the staffs were not satisfied with the levels of parental cooperation in some aspects of the program.

Parents generally indicated a positive attitude toward the preschool programs. It was their feeling that the program did much to teach youngsters to function in a group setting, in sharing experiences and developing a sense of responsibility. The acquisition of new skills and a greater motivation for learning were mentioned frequently by parents as positive outcomes from their children's preschool experiences.

Several districts summarized pre and post preschool standardized test data according to ethnic and racial characteristics. The preschool experiences in these districts apparently were more helpful for Caucasion pupils, especially Spanish-speaking children,than for Negro pupils.

SECTION IV

REPORTS TO THE U.S. OFFICE OF EDUCATION

This section contains information requested by the U. S. Office of Education and follows the format designed by that office. The reports are on Title I programs operated by school districts for regularly enrolled disadvantaged students and on specialized programs for children of migrant agricultural workers, neglected and delinquent children in state and local institutions, and handicapped children in state hospitals and state residential schools.

SCHOOL DISTRICT TITLE I PROGRAMS

The major achievement of ESEA Title I is that it has increased the school achievement rate of disadvantaged children and has improved their self-image, attitudes toward school and aspirations for the future. Teacher attitudes and skills in working with disadvantaged children have been positively influenced by Title I activities.

Title I has also had a significant impact on parents of disadvantaged students and on poverty area communities. Through Title I, poverty area residents have become more involved and interested in education because of their membership on Title I school district advisory committees, participation in Title I activities and employment as aides and school-community workers.

Title I's impact is being felt outside, as well as inside, the poverty area it serves. The new instructional materials, teaching techniques and use of specialized personnel resulting from Title I are influencing school programs for not only disadvantaged children, but for all children. In effect, Title I is serving as a testing ground for educational innovation.

ACTIVITIES AND METHODS

State Services. The Office of Compensatory Education of the California State Deparment of Education has seven bureaus, funded from both state and federal sources, with a total of 49 consultants and other professional staff who are available for services to local educational agencies on ESEA Title I projects. The services are in the form of field visits to local school districts, meetings with district personnel in the state office, written and telephone communications, workshops and conferences, speaking engagements and publications. The Office of Compensatory Education assists school districts in development, implementation and evaluation of Title I projects. The bureaus and their major areas of responsibility, with respect to consultative services to school districts, are:

- Administration and Finance -- assists school districts on fiscal and administrative aspects of project planning and operation, including auditing, computation of district allocations and preparation of fiscal reports.
- Community Services -- assists school districts on involvement of community groups and resources in Title I activities, participation of non-public school children and insuring that projects do not sanction, perpetuate or promote de facto segregation.
- Evaluation and Research -- assists school districts in evaluating and measuring the effectiveness of projects and prepares annual state evaluation report.
- Intergroup Relations -- assists school districts in planning activities to improve human relations, recruiting qualified personnel from ethnic minority groups and alleviating de facto segregation.
- Preschool -- assists school districts in planning and implementing preschool programs.
- Program Development -- assists school districts on planning, development and implementation of the curriculum content of projects.
- Research and Teacher Education -- assists in developing teacher training programs and research in effective methods for educating disadvantaged children.

Educational Needs. The most prevalent characteristics of disadvantaged children in Title I programs are listed below in rank order, followed by the basis on which the needs were determined:

- Inadequate language and reading skills -- disadvantaged children as a group score low on standardized achievement tests.
- Poor self-image and low level of aspiration -- counselor records, teacher observations and courses selected by secondary pupils indicate that many disadvantaged children lack self-confidence and have a low level of vocational and educational aspiration.
- Lack of experiences generally considered to be essential for learning -- teachers and other staff personnel observe that children from disadvantaged backgrounds, particularly the younger children, come to school without many of the cultural, social and educational experiences common to children of their age group.
- Lack of saleable vocational skills -- high unemployment rates in low-income areas and school records on high school students indicate that many disadvantaged youths leave school without the skills necessary for productive employment.
- Poor health and inadequate nutrition -- records of school nurses and home visits by school personnel indicate that many disadvantaged children have not had proper medical attention and come to school hungry, and that learning deficiencies are frequently associated with poor health.

Most Prevalent Objectives. The most frequently cited objectives of school district Title I projects are:

- Improve classroom reading performance
- Improve performance on standardized achievement tests
- Improve verbal functioning level

- Improve student self-image
- Improve attitudes toward school and education

Generally, the most effective projects in California were those which were comprehensive in approach, rather than those which attempted to overcome the learning problems caused by poverty with a single activity. The key to reading improvement for students with the most severe reading disabilities was a flexible instructional system conducted by a reading specialist working closely with the classroom teacher. Sufficient individualized instruction and specialized materials were provided to guarantee daily success and continued improvement by each student. The focus was on finding methods or techniques which were successful for each individual student.

To improve student achievement, self-image and attitudes, districts implemented a variety of supportive activities to reinforce their primary activity, which in most cases was a curriculum program. Frequent supportive activities included counseling and guidance, cultural enrichment, health services, library services and home-school coordination. Essential elements of a comprehensive Title I program included not only direct services to the students, but also inservice training to improve teacher effectiveness and efforts to increase parent understanding of and participation in school activities.

Coordination with Other Programs. Title I programs were coordinated with and supplemented by other federal programs in the following manner:

- ESEA Title II -- California's state plan for Title II recommended that all of the funds available for acquisition of materials be used for school library resources. School districts were urged to consider the special needs of target area students in selecting Title II materials. Title I funds were sometimes used to provide facilities, bookmobiles, personnel and equipment for library services, while Title II provided the books and materials.

- ESEA Title III -- It is anticipated that Title III will localize the demonstration of creative and exemplary programs. Projects may be developed that provide new techniques for teaching disadvantaged children.
- ESEA Title IV -- A major project planned by the Far West Regional Educational Laboratory (FWREL) related to evaluation of educational methods for overcoming cultural deficiencies. The State Office of Compensatory Education cooperated in the project planning. Other present and projected projects of FWREL are production of a series of handbooks dealing with minority groups, dissemination of tapes and films on problems of the culturally disadvantaged, evaluation of a curriculum package in terms of its effect on disadvantaged first graders, preparation of a measurement handbook on evaluation of Title I and Title III projects, development of inservice training courses for target schools and a survey of schools serving Indian children.
- ESEA Title V -- During 1966-67 the California State Department of Education conducted four ESEA Title V projects related to compensatory education. The projects were a study of desegregation, integration and compensatory education programs in selected school districts, a program for improving educational opportunities for Mexican-American children, research on adult education for Mexican-Americans, and development of inservice training guidelines.
- Community Action Agency -- Many districts planned their Community Action Agency and Title I programs as a package of coordinated activities.

Some of the Community Action Agency projects which supplemented Title I efforts were recruitment and training of teacher aides for Title I classes, Headstart preschool classes, health services, basic skills classes, after-school study centers and tutorial programs and job training programs for high school youth. All districts applying for Title I funds were required to submit a statement from the administrator of the Community Action Agency, if one existed in the area, certifying that there had been coordination in development of activities. In addition, Community Action Agencies were represented on school district advisory committees for Title I.

- Department of Agriculture Food Program -- Where there were Title I food programs in the form of breakfasts, snacks and lunches, the food was obtained from the U. S. Department of Agriculture Food Program.
- Neighborhood Youth Corps -- Secondary school counselors and the Neighborhood Youth Corps officials cooperated in finding proper placement and developing programs for high school students. Included was assignment of Neighborhood Youth Corps students to work in Title I projects.
- Job Corps -- While Job Corps programs did not supplement Title I activities, there was cooperation between the secondary school staff and the faculty of Job Corps centers.
- Welfare Administration Programs -- These programs supplemented Title I activities primarily in preschool programs. Through the Social Security Act, Title 19, medical and dental screening and immunization were provided for preschool students. Many students were identified through this screening for medical treatment under the State Medical program.

School district Title I programs were also supplemented by and coordinated with state-funded programs for disadvantaged students. The State McAteer Act of 1965 required coordination of state and federal programs into a comprehensive compensatory education plan. The State compensatory education programs are:

- McAteer Act of 1965 -- Research projects to improve preservice and inservice training programs for school personnel and develop effective methods of teaching disadvantaged students were conducted by school districts and institutions of higher education.
- 1966 Amendments to McAteer Act of 1965 -- School districts serving the most concentrated areas of poverty in the State received funds to reduce pupil-teacher ratio in the elementary schools to 25-1; construct and equip new classrooms, renovate existing classrooms, lease or purchase relocatable classrooms or acquire sites for new classrooms in the poverty areas; and operate experimental projects to test new methods of teaching reading and mathematics to seventh, eighth and ninth graders. School housing aid in the form of relocatable classrooms was provided for school districts with temporary influxes of children of migrant agricultural workers.
- Unruh Preschool Act of 1965 -- A state-federal matching program provided preschool classes for children from disadvantaged families, with priority given to children from families receiving welfare aid. Many school districts operated joint preschool programs involving funds from Title I, Headstart and the Unruh Preschool Act.

Staff Development and Utilization. The most promising inservice training activities were those which had clearly defined goals with a concerted effort made to improve instruction in a specific area, which included all segments of the professional and para-professional staff, which used a workshop approach that provided for small group interaction and which were conducted over an extended period of time during the regular school year. In 1966-67 there was a shift in emphasis in inservice training from understanding the problems of the disadvantaged to development of specific skills to meet the needs of disadvantaged students.

To obtain necessary personnel to implement Title I projects, most school districts recruited from within their own teaching ranks. Employees were given training in specialized areas to prepare them for service in Title I programs. Recruiting also occured at project directors' conferences, where Title I administrators exchanged information on personnel needs and supply. School districts often recruited para-professional personnel, especially teacher aides, from the poverty area communities. The State Office of Compensatory Education obtained its personnel through state civil service procedures.

The largest categories of personnel augmented by Title I programs were teacher aides and classroom teachers. Specialist positions provided through Title I included reading specialists, speech teachers, librarians, supervisors and administrators, counselors, psychologists, social workers, attendance workers and nurses. Many districts, especially the smaller ones, used the services of county schools offices for project planning and evaluation and inservice training.

Involvement of Non-Public School Children. Some 16,140 children from non-public schools participated in Title I projects during the 1966-67 school year. The school district's application included a statement by the non-public school officials that children residing in the target areas and attending non-public schools had been given an opportunity to participate.

All information sent to public schools was also sent to non-public schools. Non-public schools were represented on school district advisory committees for Title I and on the State Advisory Compensatory Education Commission. Workshops and conferences were held by the State Office of Compensatory Education to familiarize public and non-public school administrators with methods of involving non-public school children in compensatory education programs. The Catholic schools had a state-wide Title I coordinator who worked closely with the State Office of Compensatory Education.

The most commonly funded and most effective projects involving non-public school children were those which could be operated on non-public school facilities. These included remedial reading taught by public school teachers, counseling, health and psychological services and cultural enrichment.

Among [illegible] exemplary activities for non-public school children were:

- Reading teachers traveled to the non-public schools, bringing with them a portable laboratory with specialized curriculum materials and equipment.
- Exchange assemblies and joint field trips were held for both non-public and public school children which provided not only cultural enrichment, but often opportunities for integrated educational experiences.
- Public schools sent resource reading teachers to the non-public schools to work with the non-public school teachers on improving reading instruction.
- Non-public school children were referred to the public school for health services, or nurses traveled to the non-public school to provide for health needs.

Handicapped Children. Special education programs for handicapped children were operated by school districts with state funds rather than with Title I funds. Title I programs were provided for handicapped children in state schools or state hospitals.

Activities at state hospitals for mentally retarded or emotionally disturbed children included language development, speech and hearing correction, physical education, use of Youth Authority wards as teacher aides, nursery schools, dental health services, industrial arts, outdoor education and establishment of audio-visual materials centers.

At state residential schools for deaf, blind and cerebral-palsied children, Title I activities included summer programs, inservice training for teachers and dormitory counselors, social hygiene, auditory training, home-school coordination, psychological services, visual perceptual diagnosis, a visual aids media center and improved instruction with television tapes.

PROBLEM AREAS

Reduction in Appropriation and Delay in Funding. The reduction of California's Title I appropriation from the 1965-66 level created serious problems in maintaining the quality of the programs. Funds available for school district programs dropped from $78 million in 1965-66 to $71.5 million in 1966-67, while the number of eligible children increased. This resulted in a decrease from $250 per student in 1965-66 to $190 per student in 1966-67.

The problems caused by reduced funding could be successfully resolved only through a restoration of funds; however, steps were taken by the State Office of Compensatory Education and school districts to alleviate the effects of the cutback. Districts generally adopted one of three alternatives: reduced the number of children served; continued some of the previous year's

Title I activities with other resources, such as district funds; or eliminated or reduced some procedures, such as equipment purchases, and concentrated funds on personnel and services.

The delay in appropriating funds for Title I compounded the program planning and implementation problems caused by the cutback in funds. For maximum efficiency in use of resources, school districts must know the amount they have available from Title I in the spring of the previous school year. Late funding prevented school districts from planning their total budgets in the spring and hampered effective coordination of Title I activities with the regular school program. Late funding also had an adverse effect on employment of qualified personnel for Title I activities as recruitment is generally conducted during the spring and early summer.

The problems caused by late funding were partially alleviated by the State Office of Compensatory Education's policy allowing school districts to apply and receive approval for 85 percent of their previous year's allocation amount, pending official action by Congress. This allowed school districts to begin implementing their Title I program before notification of their actual allocation. However, some of the districts, particularly the smaller ones, felt they could not afford to take any chances and thus held up on implementation of their 1966-67 projects until they received official notification of their entitlement. Consequently, many projects were not in operation for the full school year.

The whole area of funding must be improved if the programs are to have maximum effectiveness. Early Congressional action on appropriations is essential. Also needed are appropriations over a longer period of time to reduce uncertainty of funding and to promote more efficient long-range planning.

Lack of Personnel. The inadequate supply of qualified personnel, such as reading specialists, counselors, psychologists and school-community liaison workers, continued to be a major problem during the 1966-67 school year. School districts generally attempted to resolve their personnel problems by special training for existing employees and by extensive use of paraprofessionals, especially teacher and clerical aides.

Medium-sized and smaller districts also had insufficient personnel with the background and knowledge to plan, implement and evaluate compensatory education programs. Use of county office personnel, contracts with outside consultants, development of cooperative projects and assistance from the State Office of Compensatory Education, helped alleviate the problem.

A change in the Federal law is needed to enable grants to county offices to enable them to provide more leadership in the planning and development of school district projects. The assistance that county offices can provide to small school districts is currently limited because funds cannot be allocated to county offices to provide Title I services except by contract with the school district.

Misunderstanding of Title I Philosophy. A major problem during the 1965-66 school year was that many school districts misunderstood the concept of the program and sought approval for general aid programs rather than activities concentrating on the needs of the most disadvantaged children. Great progress has been made in this area and the problem was substantially reduced during the 1966-67 school year, as the concept of compensatory education for disadvantaged children gained understanding and acceptance.

However, the problem still exists in some school districts, which continue to submit applications that spread the funds too thinly over a poorly defined target area. The State Office of Compensatory Education has continued its efforts, through consultative services to school districts, to focus funds on the children with the greatest need.

CALIFORNIA PLAN FOR THE EDUCATION OF MIGRANT CHILDREN

The California Plan for the Education of Migrant Children included 21 projects serving migrant children in 66 school districts in 21 counties. Of the 9,671 children of migrant agricultural workers served by the projects, 9,027 were enrolled in school and 644 were not enrolled. The Plan was operated by the California State Department of Education, Office of Compensatory Education, Bureau of Community Services.

INNOVATIVE AND EXEMPLARY PROJECTS

Migrant Teacher Assistant Mini-Corps. Probably the most innovative project was the establishment of the Migrant Teacher Assistant Mini-Corps, in which college students were hired to work as teacher assistants in five summer programs for migrant children. The students were selected on the basis of previous association with migrants. Most of them were former members of migrant agricultural families and were bilingual.

Objectives of the Mini-Corps were to encourage former migrants to continue their college educations, provide a group of well trained teacher assistants for the migrant programs and increase the interest of the students in pursuing a career in teaching, with particular emphasis on education of the disadvantaged and the migrant.

The students in the Mini-Corps were given two weeks of intensive pre-service training, during which they lived in a migrant labor camp. After the training period they were assigned to work in summer programs for migrant students. At the conclusion of their employment the Mini-Corps assistants were again brought together for a week of evaluations with their instructor. The students were paid for their training and employment and received three units of college credit.

Regional Migrant Education Demonstration Project. A regional project encompassing three San Joaquin Valley counties and 14 school districts was implemented to demonstrate the advantages of a regional approach to providing facilities and instruction for education of migrant children. The educational centers served children and adults living in eight flash-peak housing units. In addition, migrants living in private housing units were served through services and programs instituted in the participating school districts through the demonstration project.

The regional project was designed to demonstrate the advantages of:

- Cooperatively funded projects in migrant education.
- Coordination of efforts of all agencies with primary interests in the welfare and education of the migrant population.
- Coordination of programs to fully utilize and supplement the facilities of existing agencies in communities where migrant families reside.

A regional office was established to coordinate the services and agencies involved in the demonstration project. The office was designed primarily to avoid duplication of effort, maximize use of funds and relieve school districts and agencies of administrative burdens. The office also enabled demonstration of techniques of data transmittal, quantity purchasing and distribution of materials and uniformity in educational programs.

A comprehensive program was instituted in each of the educational centers. Following is a description of some of the activities:

- Day care centers, funded through the Office of Economic Opportunity, were operated in the migrant housing camps for children five years of age or less.
- Increased educational programs and services were instituted in the school districts for school age children. Among the services were resource teachers, teacher assistants and teacher aides to relieve the impact of increased enrollments from the migrant population.

- Tutorial and study center programs conducted after school hours enabled individualized and group instruction to assist students with school work and provide additional language instruction.
- Adult basic education programs, funded by the Bureau of Adult Education in the State Department of Education, provided instruction in practical mathematics, English and Spanish.
- Food services included breakfast, snack and lunch for each of the project participants.
- Nursing and physician services, including vision and hearing screening, were made available.
- A diversified recreational program was established with local, county and regional activities. Among the major events were participation of about 500 students from three counties in a trip to a San Francisco Giants baseball game and the first annual Migrant Education Track Meet.
- Project personnel participated in a 10 day preservice training program to receive instruction on project objectives and techniques.
- A continuing inservice training program was maintained, using consultants and regional and county project staff.

Local community residents participated directly in implementation of the demonstration project through agency and non-agency group planning and through employment as para professionals in project activities. Migrants were involved in the project as members of local camp housing advisory councils and as participants in the project activities.

The interagency cooperation and coordination in planning, funding and implementation of the demonstration project proved successful and resulted in a significant organizational approach to meeting the needs of migrant families. Development of a medical and health program in cooperation with health agencies in the three counties was particularly gratifying. Insights gained by the project staff through direct experiences in the migrant program are expected to provide a benefit to their school districts as well as to the children they serve.

Among the problems experienced were delays in implementation of the project due to poor weather conditions, which resulted in families not moving into the area and camps not opening on schedule. Also, the geographical size and complexity of the project caused difficulties in maintaining communications among the staff as well as cooperating agencies. A third problem area was the need for a more comprehensive preservice and continuing inservice training program for the total staff.

Multi-County Project. A multi-county project for 6,959 migratory children was established in Kern, Kings, San Luis Obispo and Tulare counties. Objectives of the project were to establish a school and health record transfer system for migrant children, develop and implement preservice and inservice training programs for professional and para professional personnel, to develop new curriculum programs, to provide physical and mental health services and to establish summer programs for migrant children.

The four counties used a state-developed form to gather statistical data on migrant children. The information was made available to school districts to which the migrant child may have transferred, thus assuring continuous communication between the child and the numerous schools he attends.

In the training programs, teachers, administrators and aides participated in study groups, seminars, curriculum committees, conferences, study trips and college workshops during the year. Major emphasis was placed on implementation of new or modified curricula for migrant children.

Among the most important components of the multi-county project were the physical and mental health activities. One district reported providing shoes for 27 children, clothing for 67 children, eye glasses for two children and dental work for 11 children. In more than 80 percent of the cases, the children improved in attendance and classroom performance.

About 1,150 children in the multi-county region participated in summer school programs. Curriculum activities included English as a Second Language, reading, development of communication skills and individualized instruction. Enrichment activities included study trips and experiences in art and music.

Countywide Project. A countywide migrant education project, which served 3,013 children, was designed to allow coordination with services provided by other agencies, including the Office of Economic Opportunity.

Additional personnel, including teachers, classroom aides and Mini-Corps assistants, were employed in the cooperating districts to reduce class size and allow individualized and small group instruction. Whenever possible, teacher aides were recruited from former migrants with the same ethnic background as the students.

Increased emphasis was placed on proper evaluation of student needs to insure proper class placement and to guide future project plans. Instruction in English as a Second Language was intensified through individualized and small group instruction. Teachers were encouraged to be creative in designing their own materials to provide greater diversity in instructional approaches.

Community liaison aides, who were former migrants, were used to improve school-family relationships. While the aides were not truant officers, their activities effectively upgraded attendance services. The aides also provided information to the schools that assisted in planning realistic migrant education programs based on a more accurate picture of intra-area migration.

Increased emphasis was placed on health and physical education programs, especially in nutrition and recreation. The county office administered a program called Recreation Van, in which a truck equipped with games and recreational equipment and manned by a physical education instructor and two Neighborhood Youth Corps aides made regularly scheduled visits to labor camps.

"Serve Your Neighbors." One school district, which had no migrant population of its own but had the only facilities in the area capable of providing for the needs of migrant children, implemented a program for 200 children living in neighboring districts. Children were transported daily from farm labor camps and dwellings in the county. A survey showed that the migrant children were from two to four years behind in school achievement because of severe language facility deficiencies and irregular school attendance.

The six-week summer program emphasized oral expression, vocabulary development, personal pride in achievement and their own ethnic group, self expression and good work habits. Teenagers and young adults were employed as aides, and the district reported that aides from these age groups were able to establish communications with young children much easier than were adults. A teacher-pupil ratio of 1-15 was found to be effective. The teaching staff concluded that a six-week program was meaningful for enrichment and oral language development but was too short for significant academic remedial instruction.

Involvement of parents from the migrant population was an important part of the project. A Project Advisory Committee was established, with meetings conducted in Spanish. A Family Fiesta was held on a Sunday afternoon at the school as a means of getting the migrant families together on a social basis. About 300 persons attended, and events included student presentations, sports and performances by a mariachi and rock and roll band. The Family Fiesta was the first time many of the migrant parents had ever visited a school.

Health services and health education was provided by a full time nurse, who stressed cleanliness, dental care, rest and exercise, nutrition and safety. The local Migrant Ministry Office provided health kits for each child, which contained grooming aids. The health kits gave many children the first comb and toothbrush they had ever owned. The county dental auxiliary presented a puppet show on dental health.

Many of the children did not eat breakfast at home, and a high protein snack was provided as they arrived at school. Lunch was also served, with staff members eating with the students to develop better rapport, reinforce good eating habits and engage in oral language.

Tutorial Language Development Project. Four language centers were established by a small rural district for students with limited or no English speaking background. Each center consisted of a conference room staffed with one teacher and one teacher assistant.

Spanish-speaking children were taken from their regular classes for a specific amount of time each day for small group instruction in English, after which they returned to their regular classrooms for the remainder of the school day. Group size for the language instruction varied from two to six students, depending on the ability level of the students.

All the centers used an audio-lingual approach emphasizing the understanding and speaking of English, but each center differed in methodology. The kindergarten center emphasized dramatic play situations and activities which encouraged the use of English, rather than formal presentation of materials.

The primary center used a unit approach, with activities planned around a main theme chosen to coordinate with regular classroom studies, thus reinforcing and supplementing regular instruction. The primary center also provided remedial assistance, with the teacher aide, working under the direction and supervision of the language teacher, giving individual help to children in subjects in which they were weak.

The upper elementary center concentrated on verbal drill, with attention given to oral conversation and the students' adjustment to daily problems. There was also more concern at the upper elementary center with the reading ability and, to a limited degree, the writing ability of the students.

The high school center emphasized language structure, with the students practicing basic English sentences and word structure. For students with no English speaking experience, a limited English vocabulary was introduced for practicing correct speaking patterns and sound reproduction.

Teaching personnel agreed on the need for visual materials in the tutorial language development project. The materials used were for the most part teacher-made, including games, phonics charts, homonym and antonym cards, flashcards and story sequential charts. Equipment and materials for dramatic role playing, such as puppets and store equipment, were valuable and easily adaptable to the language program.

The language centers all used language masters, which allowed the student's voice to be recorded on a small card containing a pre-recorded model of a short statement. The student listened to the model, repeated what he heard and then compared his response with the model. The primary and upper elementary centers had greater success with the machine than did the kindergarten and high school centers.

The project personnel reported that one of the most important facts of the language program was the time set aside at each center for free expression and conversation. The children verbalized some of the things disturbing them, thus giving the teacher insights into problems that the bilingual child faces besides the obvious language problem.

Many kinds of incidental learning resulted from the language activities. Classroom teachers were asked to rate students they were sending to the language centers. Table IV-A shows some of the bi-products of the program as observed by the classroom teachers.

TABLE IV-A

TEACHER RATINGS OF PROGRESS RESULTING FROM LANGUAGE CENTERS

Area of improvement	Numbers of students			
	No significant gain	Slight gain	Some gain	Much gain
Awareness of auditory differences	13	30	18	17
Awareness of environment	5	20	25	29
Awareness of correct speech patterns	8	31	25	15
Self-assurance	4	23	16	40
Participation in class	6	21	25	29
Integration with classmates	14	19	22	23
Exhibits leadership	28	25	15	8
Exhibits pride in cultural heritage	18	21	17	8
Exhibits eagerness to learn	6	21	27	26
Achievement in other areas of endeavor	5	31	17	25
Attitude	4	19	22	30
Totals	111	261	229	250

OBJECTIVE MEASUREMENTS

Standardized Tests. Few of the programs were of sufficient duration to allow effective use of pre and post testing with standardized instruments. Existing standardized tests, for the most part, were inappropriate for use in measuring student achievement in the migrant programs for the following reasons:

- About 85 percent of the migrant children in California are Mexican or Mexican-American. Often these children do not have the English language facility to score appreciably on conventional standardized achievement tests. Their cultural and socio-economic background mitigates against any meaningful comparison between their obtained achievement scores and those scores obtained by a population of middle class anglo students.
- Most of the projects were not of more than six weeks duration. The interval between tests in a pre-post design was so short that any measured differences could be attributed to chance.
- The constant movement of migrant families made administration of pre and post tests to the same children extremely difficult, if not impossible.

Project administrators who attempted to use standardized tests in a pre and post test design found the results to be largely inconclusive, with very few children present for both tests. Best results were obtained with the Wide Range Achievement Test and the Peabody Picture Vocabulary Test, neither of which was standardized for the groups tested.

Teacher-Developed Tests. In several of the programs, teacher-developed tests were used. These tests were specifically designed to measure achievement in language development and progress in English as a Second Language.

Other Objective Measurements. Attendance records, records of treatment of health problems, records of meals served, growth records and similar statistical data were used to evaluate particular components of migrant education programs.

SUBJECTIVE MEASUREMENTS

In general, parents and teachers judged the achievement and skill level of project participants to be equal or superior to what would be expected in the length of time the projects were in operation. The teachers and parents agreed that for most of the children the projects were beneficial in improving behavior, attitudes toward school and self-concepts. Questionnaires, opinionnaires, teacher observations and anecdotal records support the conclusion that most aspects of the migrant program were highly successful in achieving their objectives.

Probably as significant as the gains made by the children was the observed change in the behavior and attitudes of parents and teachers as a result of the migrant program. Parents of migrant children began to understand, become interested in and participate in the educational programs provided by the migrant plan. This was largely due to the extensive use of bilingual teacher aides, many of whom were recruited from the migrant ranks. The aides made it possible for the first time to communicate to parents the concern of the schools for their children.

Teachers gained new insights into the nature and problems of migrant children and learned ways of meeting their needs. Inservice education programs were effective, with most of the teachers of migrant children participating in some form of inservice activity.

GENERAL PROGRAM EFFECTIVENESS

New Services. Prior to the implementation of the California Plan for the Education of Migrant Children, only sporadic attention had been given to the problems of migrant children in California schools. A few districts in the Imperial and San Joaquin Valleys had recognized that migrant children had special problems and had implemented programs for them. Not more than three or four of the 66 districts that participated in the California Plan for the Education of Migrant Children during 1966-67 had had any significant program for migrant children in past years. More importantly, there was little coordination or communication between the districts operating these programs.

During the summer, attendance of migrant children in school programs dramatically increased. Prior to the statewide program, few migrant children attended summer school nor had the schools encouraged their attendance. In the summer of 1967, 5,412 migrant children attended summer school and participated in a wide variety of program activities.

Most Effective Activities. For children in preschool through grade 3, language development (including speech and reading), cultural enrichment, art, physical education and recreation and health services (including nutrition and medical attention) appeared to be the most effective activities.

In grades 4 through 6, programs in English (including speech and reading), English as a Second Language, cultural enrichment, physical education and recreation, medical and dental health services and food programs had the greatest impact.

In grades 7 through 12, English reading, English as a Second Language, cultural enrichment, physical education and recreation and health services (both medical and dental) were judged the most effective.

Classroom Procedures. A strong effort was made in all the migrant projects to reduce the ratio of children to adults in the classroom and to provide individualized and small group instruction. In the majority of cases, this objective was accomplished through use of teacher assistants and teacher aides, many of whom were bilingual and able to enhance the work of the teacher using Spanish as a supplementary language in instruction. Use of aides to provide direct contact with parents of migrant children, primarily in their homes, proved to be very effective in improving the parents' cooperation with the schools. Results of the projects indicate that there is no substitute for individualized attention by a sympathetic and knowledgeable adult in improving the achievement, behavior and self-concept of migrant students.

A primary goal of the California Plan for the Education of Migrant Children was full integration of the children into the mainstream of school programs. Whenever it was physically possible, migrant children were integrated into regular classrooms. The Civil Rights Act of 1964 was interpreted to apply to any minority and to prohibit segregation of any group on the basis of cultural, economic or racial background.

Some special activities for migrant children required that they be taken out of regular classrooms for small group instruction during parts of the school day, but these were for limited periods of time. The result of integration was that the migrant children gained rapidly in acculturation because of increased contact with their non-migrant classmates. Participation in the mainstream of school life, together with special attention from adults, greatly improved the migrant children's self-concepts, feelings of self-worth and aspirational levels. Full integration improved the interest of both parents and children in school and improved school attendance. The result was accelerated school achievement by the students and greatly improved relations between the schools and parents of migrant children.

Materials and Equipment. The most utilized materials and equipment in the majority of the projects were those related to English language instruction. Most widely used were language masters, tape recorders and listening posts. Materials for teaching English as a Second Language, although not plentiful, were helpful.

ENGLISH AS A SECOND LANGUAGE

A total of 3,084 migrant children received instruction in English as a Second Language. Of these children, 2,476 were enrolled in grades 1 through 6 and 608 were in grades 7 through 12. A major problem in California was the shortage of bilingual teachers available to work with Spanish-speaking students. Although exact figures are unavailable, it is estimated that not more than 50 of the 257 teachers employed in the projects were bilingual.

However, about 250 of the 319 teacher aides employed were fluent in Spanish. In some parts of the State it was difficult to find persons sufficiently fluent in both Spanish and English to render maximum service. Because of the high percentage of Mexican-American migrants, every effort was made to hire bilingual aides to supplement the work of non-Spanish speaking teachers.

Among the bilingual migrant children in California, nearly all spoke Spanish as their primary language. However, many of these children had only limited facility in any language. In some communities near the Mexican border, not only the migrant children but as many as 85 percent of the total school population were Mexicans or Mexican-Americans.

PERSONNEL AND PERSONNEL TRAINING

The number of personnel who were employed in migrant programs and who received training is shown in Table IV-B. Table IV-C shows the number of teacher aides employed by source of supply.

Twenty-four local educational agencies or regional project offices provided preservice or inservice training for personnel. The State Department of Education sponsored two teacher institutes at a state college; one was of two weeks duration, while the other was for six weeks. In addition, the State Department of Education participated in an institute sponsored by the

TABLE IV-B

PERSONNEL EMPLOYED AND TRAINED IN MIGRANT PROJECTS

Type of personnel	Number Employed	Number Trained
Teachers	257	150
Other Professionals	144	12
Teacher Aides	319	300
Other Non-professionals	80	9

TABLE IV-C

NUMBER OF TEACHER AIDES BY SOURCE OF SUPPLY

Source of supply	Number employed
Migrants	
Parents	200
Older children	0
Other (adults not parents)	12
High school students	0
College students	14
Community volunteers	3
Other (community residents)	90

Multi-County Migrant Education Project.

The total cost of inservice training as reported by the participating agencies was $40,614. Inservice training was conducted by local administrators, county office personnel, State Department of Education consultants and university and state college professors.

Inservice programs covered all 10 of the following topics: instructional methodology, cultural background and problems of educationally disadvantaged or migrant children, curriculum development, utilization of

instructional materials and equipment, evaluation and reporting, types of learning disabilities, program planning and design, utilization of library and library resources, general orientation to Title I and migrant programs and utilization of supportive services.

Programs were designed to meet the needs of specific personnel receiving training. It is not possible to list numbers of personnel or length of time involved in each category of training, as the training programs varied greatly as to personnel and length of time. Workshops designed to develop a personal commitment and a sensitivity to the special educational needs of disadvantaged migrant children appeared to have had the greatest impact on the success of the program.

INTER-RELATIONSHIP WITH REGULAR TITLE I PROGRAM

The migrant education programs were designed to supplement, and be coordinated with, other programs which served migrant children, including regular Title I programs. In many districts, regular Title I programs included activities and services for resident students which were similar to those provided for migrants under the migrant program. These included remedial instruction in reading, speech, mathematics, social science and natural science; intensified cultural enrichment programs; and health and nutritional services.

California State Department of Education consultants responsible for implementing the California Plan for the Education of Migrant Children held numerous meetings with project coordinators and district administrators to coordinate the entire educational program for migrant children.

One of the requirements for participation in the California Plan for the Education of Migrant Children was that the districts include migrants or their representatives on district advisory committees, which have been organized to assist districts in planning and evaluating programs for the education of disadvantaged children. In addition to parents, these committees have included representatives from Community Action Agencies, non-public schools, and other community groups, in order to insure coordination of all projects for the education of disadvantaged children.

COORDINATION WITH OTHER PROGRAMS

Services for migrant children funded from other federal or state sources included the following:

- The California Legislature in 1966 authorized $1 million for purchasing, installing, furnishing, moving and maintaining approximately 55 relocatable classrooms. These furnished units are leased at the low rate of $150 per month per unit to school districts who have temporary influxes of migrant students greater than their existing classroom facilities can accomodate.
- At 13 locations, the Office of Economic Opportunity provided short-term housing facilities for seasonally employed agricultural workers. These "flash peak" camps included facilities for child care centers, health centers and adult education services. Health services were provided through cooperation with the State Department of Public Health and county health departments with assistance from the Migrant Health Act. Adult education programs were provided through the Office of Economic Opportunity and the Neighborhood Youth Corps. Preschool classes received funds from Headstart and California's Unruh Preschool Act of 1965.
- Direct grants were made to 13 non-profit agencies under Title III-B of the Economic Opportunity Act for a wide variety of programs focusing on the needs of migrant families.
- The California State Department of Education received approval for four Elementary and Secondary Education Act, Title V projects, two in migrant education and the other two in areas affecting large segments

of the migrant population

- Other programs included a Manpower Development and Training Act project in research and vocational training and two Economic Opportunity Act, Title III-B, projects in English as a Second Language. Although the three were not specifically designated as migrant projects, they were closely related to problems of many migrants who are Mexican-Americans.

A high degree of coordination was achieved between programs under the California Plan for the Education of Migrant Children and other programs for migrant children and their families. Conferences were held for administrators in charge of the various programs. State consultants and project directors and coordinators conferred and worked out mutual problems at the county and local levels.

Because of California's efforts to provide programs of a comprehensive nature, there are few gaps in the types of services generally available to migrant children. However, due to variations throughout the State in all of the programs, including migrant education, there are differences in the services the migrants receive.

The major problem preventing full services to migrant children is the inadequacy of funds. Only about one-eighth of the migrant children in the State were able to participate in programs under the migrant amendment to Title I. Other programs have the same problem, especially the health programs for migrant children.

COMMUNITY INVOLVEMENT

Migrant parents participated in the migrant educational programs in a variety of ways. They served as teacher and community aides, served on district advisory committees to plan and evaluate programs and participated in adult education activities aimed at improving their understanding of school programs. A number of schools planned programs, fiestas, dinners and other activities to which migrant parents received special invitations. Special efforts were made to increase the contact between parents and teachers to discuss the children's progress.

NON-PUBLIC SCHOOL PARTICIPATION

Very few migrant children in California attend non-public schools. They tend, instead, to attend public schools. Non-public schools in California have apparently not encouraged enrollment of migrant children. Most of them charge tuition which migrant parents are unable to pay. Where there were migrant children enrolled in parochial schools, the school districts made the special programs available to them in the same manner as for the public school children.

STATE OPERATIONS AND SERVICES

Prior to the implementation of the migrant amendment to Title I, the California State Department of Education had not operated any programs directly serving migrant children. Under ESEA Title V, the Department participated in the Interstate Migrant Education Project which was directed toward research of the problems of migrant education.

The California Plan for the Education of Migrant Children was administered through the Office of Compensatory Education, Bureau of Community Services. The staff of the Office of Compensatory Education provided assistance to school districts in planning, implementing and evaluating programs for migrant children. Consultants with backgrounds in administration, program development, staff training and evaluation participated as a team and as individuals in numerous conferences with persons and groups involved in migrant education projects.

The California State Department of Education recognized the importance of cooperating with other states in migrant education programs and actively sought and promoted interstate cooperation. The Department initiated and held two meetings with migrant education personnel in Arizona, Oregon, Texas and Washington. Members of the Bureau of Community Services staff visited projects and met with state education department representatives in the four states.

California has participated with the other states in exchange of teachers, inservice education of staff members, transfer of student school and health records and exchange of information on education of migrant children. Efforts toward interstate cooperation have been successful and there were no major areas of disagreement among the five states.

The major difficulties in interstate activities have been due to the great difference in the number and type of migrants found in each state. Programs and procedures that have been effective in some states are not applicable in others or required major revisions before being adopted.

California's migrant population is at least as large and probably larger than that of any other state. Furthermore, the types of migrancy in California are more varied. For example, there is no time of the year when California is not experiencing a migrant impaction in some part of the State or when all migrants are in their home-base communities. In fact, a limited sample shows that at least four percent of the migrants in California claim no home base.

For a large part of the year there is no definite pattern of movement in the migrant stream. California migrants appear to have developed work preferences in certain groups of crops without regard to where the jobs may be located. In some California areas there are migrants present year around although the individuals involved may change three or four times during the year. In other areas there are relatively short periods, not more than two or three months, during the year when agricultural labor is needed and migrants are present.

About 60 percent of the migrants in California are home based in the State and rarely leave its borders. The few who do leave migrate to Oregon and Washington for brief periods during the summer and early fall. The remainder of California's migrants come from other states for varying periods of time and at different times of the year, with the largest number arriving in late spring and returning to their home states in the fall. Most of these made more than one stop while in the State. All of these factors have contributed to the difficulties encountered in trying to develop continuous and meaningful programs of education for the migrant child in California, both within the State and in cooperation with other states.

DISSEMINATION OF INFORMATION

California has used a variety of techniques for dissemination of information and materials on an interstate basis. Memos and publications developed in California have been distributed to state education departments of cooperating states. Copies of exemplary curriculum materials developed by California school districts for use with migrant children have been distributed.

Conferences have been held with representatives of other states for exchange of information and for planning of interstate cooperative programs. Teachers and staff from other states have visited and participated in California projects. Several persons from other states participated in California's summer workshop for inservice training of migrant education personnel. A color motion picture describing California's migrant education problems and programs to alleviate these problems was produced and will be loaned to other states.

The same techniques used for interstate dissemination of information have been used within the State. In addition, State Department of Education staff members have participated in numerous preservice and inservice education programs throughout California. Consultants have conferred with project personnel to disseminate information and materials on program development, content and evaluation.

PROBLEM AREAS

The major problem encountered in implementing the Title I migrant program was the timing and uncertainty of funds. School districts ordinarily plan programs and employ personnel far in advance of the beginning of the program. Because of late and uncertain funding, firm plans for the migrant program could not be made sufficiently in advance to allow districts to hire the best personnel or obtain materials before the program started. The funding problem cannot be solved at the local or state level and requires federal action.

Another major problem has been the elusiveness and variety of the migrant population. Besides the migrants who travel within the state and from state to state, some agricultural workers migrate to and from Mexico. Some of the migrants from Mexico present the most difficult educational problems because of the wide variations in the amount and quality of their previous education and because of their language problems. Progress is being made in the identification of the migrant population, and further advances are expected as the state record depository becomes fully developed.

PROGRAMS FOR NEGLECTED AND DELINQUENT YOUTHS IN LOCAL INSTITUTIONS

Thirty-nine local institutions operated Title I programs for neglected and delinquent youths. Thirty-three of these programs were classified as serving delinquent youths. Table IV-D shows the unduplicated count of children participating in these programs.

TABLE IV-D

UNDUPLICATED COUNT OF CHILDREN PARTICIPATING IN LOCAL TITLE I NEGLECTED AND DELINQUENT PROGRAMS

Number of Institutions participating in Title I programs	39
Number of Children in Public Schools Participating	579
Number of Children in Non-public Schools Participating	235
Number of Children Not Enrolled Participating	538
Total Number of Children Participating in Neglected and Delinquent Programs	1,352

INNOVATIVE PROJECTS

Remedial and Developmental Reading. Youths at a boys' ranch were selected and assigned to a reading instructor on the basis of test scores and teacher recommendations. The reading instructor worked with the individual boys two hours per week over and above the regular school program. The teachers involved were trained at weekend workshops under the guidance of a reading specialist. The students trained under these conditions have shown a greater interest in reading, taken more advantage of library materials and experienced more success in the classroom.

Outdoor Education. Two four-week programs were conducted in the combined areas of geology, mineralogy and forestry. The first week for each period was devoted to a project orientation. The second and third weeks were spent establishing a base camp, familiarizing the students with procedures and beginning the field courses. The fourth week was devoted to follow-up activities. It was observed that about 40 percent of the students changed their attitudes toward authority and education, improved their self-concept, decreased their hostility toward others, increased their tolerance of others and identified more positively with their environment.

Basic Skills. Delinquent wards were provided a basic skills program during their transitional period prior to leaving the institution. The program was an extension of a project operated originally by a Community Action agency. Baseline data covering two years of the remedial reading segment of the program indicated there was a decrease of approximately 50 percent in the recidivism rate.

Creative Arts Activities. In a county program, 38 boys were involved in art activities, 51 made use of table games, 53 were engaged in leathercraft projects, 10 participated in picture framing projects, 5 learned wood carving, 23 learned to play the guitar, 15 recorded their voices and 33 operated slot cars. It was reported that there was an increase in the general attitudes of almost all of the boys as a result of these creative arts activities. Other recorded gains were an increased interest in creative arts careers, an awareness of new cultural experiences, development of "hidden talents," and an increased feeling of personal worth.

Operant Learning. A program designed to expand delinquent youths' reading vocabulary, speed and comprehension was implemented in a juvenile hall. The program was based on rewards in the form of tokens earned upon successful learning of reading. The tokens were redeemable for candy, models and other "extras." The system appeared to have been effective in providing an environment that stimulated motivation in reading and placing youngsters in a success-oriented learning situation in an attempt to strengthen their self-esteem.

Vocational Skills. The objectives of one high school district's project were to train youths in a vocational skill, return the participants to a public school setting and give them a worthwhile activity during the evening hours. In the shop training program some of the boys, for the first time in their lives, created something in the way of a project. Counselors indicated this small effort was a positive step in developing self-esteem.

Neurological Approach to Reading. Administrators of one project found that a combination of vision training and neurological organization was significantly superior in the teaching of reading to delinquent boys than were traditional approaches. This program was unique in that it combined physical exercise with vision training.

At the beginning of the summer program, each boy was tested with the Gates MacGinitie Reading Tests. Speed and accuracy, vocabulary and comprehension were measured. They were then placed in groups using different reading approaches. Table IV-E shows the mean and standard deviation for each group on the pre and post tests.

TABLE IV-E

PRE AND POST TEST RESULTS ON GATES MacGINITIE READING TESTS USING DIFFERENT READING APPROACHES

TEST	TESTING	VISION AND NEUROLOGICAL		VISION		TRADITIONAL		NEUROLOGICAL	
		X̄	S.d.	X̄	S.d.	X̄	S.d.	X̄	S.d.
Speed and Accuracy	Pre	37.4	6.37	39.8	3.51	39.6	5.59	34.2	2.99
	Post	39.8	8.33	46.0	7.81	47.2	9.55	41.6	6.62
Vocabulary	Pre	38.5	7.30	50.1	8.39	48.7	9.25	38.0	5.40
	Post	43.5	9.76	46.0	6.92	46.1	10.41	41.0	7.31
Comprehension	Pre	45.0	7.95	51.3	7.11	49.9	7.40	46.0	9.29
	Post	46.7	9.70	53.1	5.43	46.5	8.20	46.3	8.69

"Lightning Treatment." In the "Lightning Treatment" approach the delinquent boys were completely isolated from the total Juvenile Hall complex. Two extended study tours of California were taken to complement weekly parental participation in group therapy and highly individualized classroom instruction. The program was highly successful as judged by staff, participating boys and parents. The following narrative report describes some of the experiences of the boys:

"The tour of the State Capitol was probably the highlight of the first trip. An assemblyman spoke to the boys for more than half an hour, explaining his function as their representative in Sacramento. He arranged a special tour of the Governor's Office and the Capitol Building. The boys observed an Assembly Session and were instructed by the guide in how proposed bills were enacted into law.

"During the tour of the State Capitol, the boys had lunch at the cafeteria on the sixth floor. The staff received several compliments on the boys' good behavior. The last compliment came from a man who came over to the staff table and asked that his compliments be passed on to the boys. The boys by this time were beginning to squirm and all thirty-eight eyes were glued to the large pistol on the man's hip and the shiny badge on his shirt.

"The highlights of the second trip were the chartering of a deep sea fishing boat in San Diego and a tour of the North Island Naval Air Station. The tour of the Naval Air Station and the U.S.S. Kittyhawk was a very meaningful experience for the boys. It gave them a realistic view of the military service as a possible vocation. Several boys stated that they were interested in the possibility of a career in the service and wanted to investigate it further.

"Touring Chinatown, missions, Sutter's Fort, Yosemite Valley, the Mother Lode area, etc., were activities that offered the boys experiences not available in their normal school program. The normal outdoor camping activities of fishing, hiking, and swimming, were conducted in natural settings, emphasizing the great natural resources of California."

GENERAL PROGRAM EFFECTIVENESS

Title I enabled local institutions to augment their regular programs in the following categories:

- Remedial reading instruction
- Remedial mathematics instruction
- Science instruction
- Social science instruction
- Individual counselling and guidance
- Individual tutoring
- Psychological testing
- Field trips
- Camping experiences and instruction
- Creative arts experiences and instruction

Recidivism Rate. The recidivism rate -- numbers of youths who were returned or recommitted after leaving the institution -- for five counties is shown in Table IV-F.

TABLE IV-F

RECIDIVISM RATE BY COUNTY

	1965	1966	1967 1/
County A			
Total Enrollment	200	196	81
Number of Recommitals 2/	30	26	7
Number of Parole Violators 3/	0	0	0
County B			
Total Enrollment	67	71	58
Number of Recommitals	5	7	0
Number of Parole Violators	0	0	0
County C			
Total Enrollment	47	63	42
Number of Recommitals	0	1	2
Number of Parole Violators	3	1	1
County D			
Total Enrollment	40	56	78
Number of Recommitals	0	0	0
Number of Parole Violators	16	23	30
County E			
Total Enrollment	165	192	150
Number of Recommitals	2	3	5
Number of Parole Violators	0	0	0
Total Enrollment	519	578	409 1/
Total Number of Recommitals	37	37	14
Total Number of Parole Violators	19	24	31

1/ County and State totals for 1967 are incomplete.

2/ A RECOMMITAL is a ward who is returned to an institution on a new charge by a court.

3/ A PAROLE VIOLATOR is a ward who violates his parole regulations and is returned to the institution by an administrative decision.

PROGRAMS FOR NEGLECTED AND DELINQUENT YOUTHS IN STATE INSTITUTIONS

Eleven California Youth Authority institutions operated Title I neglected and delinquent programs. The unduplicated count of children participating in these programs is shown in Table IV-G.

TABLE IV-G

UNDUPLICATED COUNT OF CHILDREN IN NEGLECTED AND DELINQUENT PROGRAMS IN STATE INSTITUTIONS

Number of Institutions Participating in Title I Programs	11
Number of Children in Public Schools Participating	5
Number of Children in Non-Public Schools Participating	113
Number of Children Not Enrolled Participating	1,781
Total Number of Children Participating in Neglected and Delinquent Programs	1,899

INNOVATIVE PROJECTS

Innovative programs implemented in California Youth Authority institutions through Title I included the following:

- An adaptive physical education program served the needs of students who displayed poor physical fitness, had weight problems, had posture difficulties or needed information on prenatal care.
- An operant conditioning program was designed to achieve maximum pupil motivation by immediate recognition and reinforcement of desired classroom behavior.
- Reading specialists worked directly with teachers in regularly scheduled classes, replacing reading clinics where the specialist would have been working with students alone.
- An evening study hall was developed for wards assigned to academic classes. Credentialed teachers were regularly assigned to the study hall to assist the wards.
- Thirteen high school seniors and graduates worked on a half-time basis as teacher aides in the academic school classrooms. Their duties included correcting papers, listening to the students read, and assisting in physical education skill training, counseling and extra-curricular activities.
- Special activities were designed for boys with negative attitudes toward school and disruptive behavioral characteristics.
- An extra-curricular program was designed to motivate and prepare wards for participation in public school extra-curricular activities.
- Individualized instruction in mathematics was provided for boys and girls scheduled for parole. Programmed instruction materials

and inservice training of instructors on use of the materials were the two major elements of the program.

- On-site vocational training was offered to girls interested in becoming psychiatric aides.
- A cultural enrichment program was designed to provide exposure to various activities outside of the institution and foreign to former home environments.

EDUCATIONAL NEEDS

The five most pressing educational needs of institutionalized neglected and delinquent children in California are listed below in rank order together with the data indicating the basis on which the need was determined:

- Improve reading ability -- standardized reading test results indicate that approximately two-thirds of the California Youth Authority population were reading two or more grade levels below the norms for their age and more than one-third were five or more grade levels behind.
- Improve self-image -- documented observations of behavior in many case histories indicated a lack of self-esteem on the part of many CYA wards.
- Overcome general educational retardation -- educational achievement test data indicate the average CYA ward is two to three years retarded in most subject matter areas in comparison to normative populations.
- Improve practical perspectives -- diagnostic interviews indicated that the wards have a common resistance to school processes and a lack of awareness of the relevance of school subjects to usefulness in life.

- Improve environmental awareness -- wards of the CYA generally score low on perceptual differentiation scales.

OBJECTIVE MEASUREMENTS

Two reports of standardized test results were received. The results are listed in Table IV-H. The Gates-MacGinitie Test results indicate that reading programs were successful; however, students classified as non-readers showed the least amount of growth. The California Achievement Test results indicate a marked improvement in terms of the raw score means. Five students gained more than three grade levels in total reading during the program and five gained between 2.0 and 2.9 grade levels, while five students regressed. Both of these measuring instruments were reported to be appropriate tests for measuring achievement of neglected and delinquent children.

Structured interview forms, check lists, questionnaires, product scales, anecdotal record forms, attitude inventories and rating scales were developed by teachers to objectively measure student achievement in state institutional neglected and delinquent programs. There has not been a sufficient period of program time to record meaningful results from these measuring instruments.

SUBJECTIVE MEASUREMENTS

Each institution reported subjective data that evaluated its programs. These subjective measurements indicated that changes in achievement levels of program participants varied from "improved skill proficiency" to "no significant changes noted".

Subjective summary reports regarding behavior, attitudes and self-concept were very positive. The most effective aspect of institutional

TABLE IV-H

STANDARDIZED TEST RESULTS OF CLASSES IN READING IN STATE INSTITUTIONS

							Number of Students Scoring According to National Norm			
Pre & Post	Date of Test	Test Name	Form	Number of Students Tested	Raw Score Mean	Raw Score Standard Deviation	25th %ile & Below	26-50 %ile	51-75 %ile	76-99 %ile
Pre	6/26/67	Gates-MacGinitie	Survey D Form 1	95	28.50-32.0 -25.00	2.55-18.30 -5.75	55	36	7	2
Post	8/31/67	Gates-MacGinitie	Survey D Form 1	95	42.75-43.00 -39.50	24.41-13.15 -18.0	33	44	17	6
Pre	6/15/67	California Achievement	Elem.	36	6.24		10	14	6	6
Post	8/28/67	California Achievement	Elem.	36	6.94		9	11	5	11

neglected and delinquent programs was reported to be the opportunities it afforded to each ward in developing positive attitudes, furthering constructive interests, knowing one's self, improving one's appreciation and enthusiasm and becoming aware of other people and values.

Following are samples of teacher reports on the results of the programs:

> "As an observer and participant I have noted distinct positive changes in the attitude and behavior of those wards who are members of the various clubs now in operation at this institution. Those attitude and behavioral changes which appear most profound are increased enthusiasm for education, improved spirit for healthy competition, improved ability to view one's self as others do and improved ability to function as part of a group."

> "The club activities have certainly made teaching easier in my classroom, especially English and speech activities. Those members of my class who are members of the Drama Club have certainly proven to be assets to the group. Writing essays, short stories, poems, plays and making book reports is no longer considered a chore. The students not only write enthusiastically, but suggest topics and styles of writing. Creativity and imagination in writing has zoomed to an all time high level. The students who are members of the Drama Club can now analyze written material more accurately, as well as reproduce various styles of writing."

GENERAL PROGRAM EFFECTIVENESS

Title I enabled the California Youth Authority institutions to augment their regular programs in the following categories:

- Counseling services
- Cultural enrichment
- Leisure-time activities
- Individualized programmed instruction
- Medical and dental services
- Physical education
- Psychological services
- Vocational training

Recidivism Rate. The recidivism rate -- numbers of youths who were returned or recommitted after leaving the institution -- for CYA institutions is shown in Table IV- I.

TABLE IV-I

RECIDIVISM RATE OF CALIFORNIA YOUTH AUTHORITY INSTITUTIONS [1]

	1965	1966	1967
Boys			
Total Enrollment	5679	5111	5056
Number of Recommitals [2]	767	804	837
Number of Parole Violators [3]	1627	1398	1508
Girls			
Total Enrollment	706	697	624
Number of Recommitals	12	13	26
Number of Parole Violators	205	235	218
Total Wards			
Total Enrollment	6385	5808	5680
Number of Recommitals	779	817	863
Number of Parole Violators	1832	1633	1726

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[1] As of June 30 in all years.

[2] A RECOMMITAL is a ward who is returned to an institution on a new charge by a court.

[3] A PAROLE VIOLATOR is a ward who violates his parole regulation and is returned to the institution by an administrative decision.

PERSONNEL AND TRAINING

Nine California Youth Authority institutions conducted inservice training programs for project personnel. Receiving inservice training were 187 teachers, 23 other professionals and 111 para-professionals. The total cost of inservice training was $4,364. The topics that were covered in the inservice programs, the number of staff members who participated and the average time spent on each topic are shown in Table IV-J.

Of the inservice topics covered, those having the greatest impact were concerned with program orientation, program planning, instructional methodology, audio-visual aids and cultural background information on disadvantaged children. The most promising methods used to conduct the programs were reported to be private consultations, discussions, lectures, demonstrations, field trips and supervised work experience.

Inservice training was conducted by institutional administrators, project coordinators, county consultants, social workers and college professors. Thirty-six teacher aides were involved in the state institutional programs for neglected and delinquent youths; 13 of the aides were high school students, 9 were college students, and 14 were housewives.

COMMUNITY INVOLVEMENT

Two other federal programs provided supplementary educational services in state delinquent institutions. Funds from ESEA Title II were used to purchase library books, and vocational rehabilitation funds were used in demonstration programs designed to find employment for California Youth Authority wards.

TABLE IV-J

INSERVICE PROGRAMS

TOPICS COVERED	NUMBER OF STAFF RECEIVING TRAINING	AVERAGE TIME TRAINING TOOK PLACE	
		Hours	Weeks
Instructional Methodology	95	28	35
Cultural Background of Educationally Disadvantaged or Neglected and Delinquent Children	62	23	18
Curriculum Development	71	24	27
Utilization of Instructional Materials and Equipment	103	19	36
Measurement, Evaluation and Reporting	151	10	28
Types of Learning Disability	64	17	19
Program Planning and Design	120	39	23
Utilization of Library and Library Resources	19	6	4
General Orientation to Title I Programs and Neglected and Delinquent Programs	155	29	8
Utilization of Supportive Services (e.g. Psychiatrists, Counseling, Speech Therapy, Health, Social Work)	33	7	20
Other - Community Counseling	1	5	3
Demonstration	5	4	-
Visitation	5	12	-

STATE OPERATIONS AND SERVICES

The California Youth Authority is responsible for its own educational programs independent of the State Department of Education. For Title I the Youth Authority developed its project and submitted an application to the State Department of Education for review and recommendation to the State Board of Education for approval. Within the State Department of Education, the Office of Compensatory Education was established to administer all Title I programs, including programs for neglected and delinquent youth. Consultants from the Office of Compensatory Education were available to provide assistance to California Youth Authority institutions on developing, implementing, evaluating and disseminating information on Title I programs for neglected and delinquent youth.

DISSEMINATION OF INFORMATION

Information dissemination for state institutional programs was accomplished by orientation meetings and assistance to individual institutions. Consultants from the State Department of Education and the California Youth Authority conducted regional informational meetings. Each institution was visited by a team of consultants from the two agencies.

PROBLEM AREAS

The major problem encountered in developing Title I programs in the state institutions was that late funding did not enable sufficient time to plan comprehensive projects. Another problem was the difficulty in obtaining necessary equipment. Relationships are being developed that will assist in planning future programs, even before the official allocations are known.

PROGRAMS FOR MENTALLY RETARDED AND MENTALLY ILL CHILDREN IN STATE HOSPITALS

ESEA Title I projects were implemented in ten state hospitals operated by the California State Department of Mental Hygiene. A total of 933 mentally ill or mentally retarded children participated in Title I activities in 1966-67.

INNOVATIVE AND EXEMPLARY PROJECTS

Schizophrenic Children. The objective was to develop school readiness in severely emotionally handicapped children in the areas of nursery school functioning, social competence, physical readiness and communication. Under the direction of an experienced teacher of emotionally handicapped children, two teacher aides worked with two children each for more than two hours daily. Activities were arts and crafts, communication activities and playground activities.

As a result of the program, five of the fifteen children graduated to regular school activities or to placement in the community. On the Cain-Levine Social Competency Scale measuring four areas -- self-help, initiative, social skills and communication -- raw scores for the children increased by an average of 2.67 points. The greatest gain for the group was 4.44 points in initiative and the least gain posted was .92 in self-help. Considering that these children were characterized as either autistic, schizophrenic or under-socialized, the gains in initiative suggests that the program was effective.

Retarded Blind Children. Objectives were development of self-help skills, social and academic training, communication, and sensory-motor, vocational,recreational and ambulatory skills. Self-help skills were essentially taught on the ward through cooperation between school and ward personnel. Particularly emphasized were eating skills. The balance of the skills were taught in the school setting, with greatest emphasis placed on communication. A teacher aide was assigned to each child.

The self-help skills of the children showed a general improvement. They also improved in communication skills and in playground skills such as jumping. On the other hand, the ability of the blind children to brush their teeth and dress without assistance seemed to decline, although their helpful participation in these activities improved. Perhaps these and other apparent fall-offs in skills ability were only first reflections of increasing socialization of these children. Before independence must come dependence on adults as persons rather than fear of them as "processors," which is a common fear of institutionalized children.

Developmental Rating Scales for the Retarded. Deveopmental Rating Scales were evolved to measure the effectiveness of reduction of teacher-student ratios through the use of teaching assistants in team teaching situations with accredited, experienced teachers of the retarded. The scales, one for each of the wards from which school children are taken for training, were considered to be unique by professional workers in severe retardation throughout the State.

Operant Conditioning Methods. Operant conditioning methods were used with autistic children in "engineered" environments. Selection of students for the engineered classroom was limited to four to six seriously disturbed preschool children. The objective, appropriate behavior, was defined as "paying attention to tasks that were assigned."

Appropriate behavior was reinforced by tokens in the form of poker chips which were exchanged for food, trinkets or privileges, depending on the child's level of functioning. Specific activities were group games, story periods and number experiences.

As measured by trained observers who recorded each child's behavior on an Esterline-Angus pen recorder, the percentage of time spent by the children in task-oriented attention improved as a result of the project.

EDUCATIONAL NEEDS

The five most pressing educational needs of institutionalized mentally retarded and mentally ill children are:

- Greater standardization of evaluation processes
- Affection and affectional relations, brought about by reduced pupil-teacher ratios
- Structured developmental sequences for the mentally retarded, reduction of anxiety for the younger mentally ill, and remediation, especially in language skills, for the older mentally ill
- Communication skills
- Greater dissemination and sharing of information among institutions

OBJECTIVE MEASUREMENTS

Standardized Tests. Most programs were in areas other than reading and mathematics and could not be evaluated by standardized achievement tests. The achievement of mentally ill children is difficult to assess. Very short and erratic attention spans characterize the emotionally disturbed child, and his level of achievement is likely to vary much from one day to the next. Mildly mentally retarded children are also usually disturbed in various degrees and their achievement is also difficult to assess.

Teacher Developed Scales. Most institutions developed their own nonstandardized but objectively oriented scales and checklists. These augmented and, in most cases, superceded the use of standardized tests for speech, personality and preschool tasks achievement assessment.

The Nursery School Activities Index and an Improvement Chart were developed for mentally ill children. For the mentally retarded the School Ward Developmental Rating Scales and the Behavioral Rating Scale for Severely Retarded Children were used.

The Nursery School Activities Index had mastery level scales of five types of play development ranging from three to nine levels. Over an eleven-month period, the mentally ill children improved one to six levels, with an average improvement of two levels.

On an Improvement Chart for 20 aspects of behavior, the mentally ill children improved in 11 areas over the eleven-month period. Gains for the majority of the children were in better table manners, better use of equipment, more relaxed sitting, increased tolerance for frustration, increased eye contact, increased alertness, better taking of instruction and generally happier appearance.

The School Ward Developmental Rating Scales were used to measure changes in the Title I children whose pupil-teacher ratio was 8-1, as compared to that of a control group whose pupil-teacher ratio was 12-1. The Title I group of moderately retarded children showed 21 points gain on a 100 point scale as compared to 17 points gain for the control group. Severely retarded Title I children gained 21 points, while the control group's gain was 7 points. Greatest gains were in motor skills.

The Behavioral Rating Scale was used with severely mentally retarded blind children. Over a four-month period, the blind children showed gains in all 23 areas that were measured. Greatest gains were in the areas of interest in people, responsiveness to verbal instructions, eating and drinking.

Other Objective Tests. The Receptive Expressive Phonetic Language Scale was used for the mentally ill in speech, while the Gesell Developmental Scales were used to evaluate preschool level skills of mentally retarded children.

Results of the Receptive Expressive Phonetic Language Scale showed that the Title I group improved 7-13 months in receptive language over a six-month period, while the control group regressed 7-10 months. In expressive language, the Title I group improved 3-13 months over a six-month period, as compared to the control group's 2-3 month gain. Hospital personnel reported that the test was excellent for screening and for showing small changes in language behavior.

On the Gesell Development Scale, preschool children gained a mean 7.7 months in mental age over a span of 6.2 months. They also gained 11.5 months in adaptive behavior, 6.6 months in motor development, 7.7 months in personal social behavior and 4.6 months in language.

SUBJECTIVE MEASUREMENTS

Subjective measurements took the form of anecdotes and reports of hospital personnel. Most teachers and administrators felt that the greatest improvement of the children was in the areas of behavior, attitudes and self-concept. Following are samples of comments by hospital personnel on the results of Title I programs for the mentally retarded and mentally ill:

> "We have noted changes in the attitude of nursing personnel regarding the status of the severely retarded preschool child. In the past, only a few technicians of any level really anticipated that these children would make developmental gains. They were thought of as custodial subjects who might go

into family care homes if well behaved and perhaps habit trained. Many ward personnel now report changes in the children. They tend to carry through in promoting learned behaviors which have been established in the preschool program. Some parents have also actively supported the program because of their interest in seeing their children make progress."

"The impact of acquiring a skill that society values to a child who has consistently met with failure was brought home by the case of a 14 year old who was discharged from Camarillo after the preliminary diagnosis of psychosis was questioned. The boy had never learned to read despite six years of exposure to instruction. He was very sensitive to failure, and had adequate verbal expression. After the systematic instruction program was presented to the boy in a one-to-one relationship with a teacher aide, and he felt the experience of reading, the boy exclaimed: 'No one can call me stupid anymore!' The ability to read seemed to make him a different person to his mother and brother, who began to give this very sheltered boy increased independence and responsibility and in areas not connected with reading skill. The mother of the boy was able to learn the program to permit more frequent tutoring at home until he was enrolled this fall in some special classes of a public junior high school."

GENERAL PROGRAM EFFECTIVENESS

Most Effective Activities. A distinction was made between the most effective structures for learning and the most effective activities for learning. For preschool through intelligence grade placement three, lower pupil-teacher ratios, combined with highly structured learning situations, provided the most effective structure for learning. The most effective activities at this level were speech therapy for the mentally ill and manipulation and communication activities for the mentally retarded.

For intelligence grade placement four through six, individualized instruction coupled with better equipment obtained through Title I were important for the learning structure. Mentally ill children appeared to profit most from communication skills activities, while mentally retarded children profited most from activities to develop self-help and sensory motor skills.

Mentally ill children in intelligence grade placement seven through twelve appeared to benefit most from instruction in language development.

Moderately retarded students profited most from instruction in prevocational skills and emphasis on personality adjustment.

Classroom Procedures. For improvement of the achievement of the severely mentally retarded, well-programmed team teaching with reduced teacher-pupil ratios proved to be most effective. An average of 21 points on a 100 point scale was achieved as compared to the control group's 7 to 17 points. The control group had a 12-1 pupil-teacher ratio, while the project group's ratio was 8-1. For the younger mentally ill, operant conditioning techniques were effective in increasing preschool achievement skills and reading. For the older mentally ill youths, individualized instruction in programmed reading proved most effective. Also valuable was use of tape recordings to enable each child to evaluate his own progress in speech therapy.

For improvement of behavior, individualized instruction, team teaching and coordination by one teacher of all reading materials was effective with mentally ill children. The students learned that all the teachers were working together on their behalf and started to help themselves. Students were also able to achieve in all classes because classwork was commensurate with the ability of each student. For the mentally retarded, reduction of pupil-teacher ratios and small group activity were the most significant factors in improvement of student behavior.

Program Materials. Audiometers, records, talking film strips, programmed reading machines, tape recorders, movie projectors and other devices for speech therapy, communications emphasis and language skills development were useful in Title I programs. However, the greatest motivator appeared to be food. At snack time, improvements in behavior and employment of social and self-help skills were noted by most observers.

PERSONNEL AND TRAINING

Seven institutions provided inservice training for Title I project personnel. Receiving training were 30 teachers, 80 other professional staff members and 41 non-professional staff members. A total of $3,083 was spent for inservice training.

Assessment of children's personalities, abilities and problems appeared to have had the greatest inservice training value for the program. Also, it was felt in some projects that inservice training for developmental activities planning was next most responsible for overall success.

The best method for providing inservice training appeared to have been workshops, particularly those with accompanying demonstrations. Least effective was the straight lecture. Most commonly used as resource persons for inservice training were local hospital sources, such as clinical psychologists, nursing personnel, hospital psychiatrists and hospital ward physicians. Less common were outside personnel such as college professors in education and psychology and M.D.'s in child development, child psychiatry or pediatrics.

A total of 82 teacher aides were involved in programs for the mentally handicapped. Table IV-K shows the source of supply for teacher aides.

OTHER FEDERAL PROGRAMS

Other federal programs which provided educational services to handicapped children in state hospitals included projects funded by the National Institute of Mental Health and the Vocational Rehabilitation Act. College students participating in the Economic Opportunity Act's Work Study program served as teacher aides for Title I projects in the state hospitals.

TABLE IV-K

BACKGROUNDS OF TEACHER AIDES

Background	Number
Parents	2
Resident High School Students	2
College Students	59
Community Volunteers	5
Others	
Psychiatric Technicians	4
High School Graduates	9
High School Dropouts	1
TOTAL	82

PROGRAMS FOR DEAF, BLIND AND CEREBRAL PALSIED CHILDREN IN STATE RESIDENTIAL SCHOOLS

Title I programs for deaf, blind and cerebral palsied children were conducted in four residential schools. The schools are operated by the California State Department of Education, Division of Special Schools and Services.

PROJECT SUMMARIES

Summer Enrichment for the Deaf. A summer program was operated for deaf students in the junior high and high school grades. Mathematics courses that were offered included elementary geometry, equations, elementary statistics, remedial mathematics and game analysis. Enrichment courses in English included creative writing, literature, journalism and remedial English. Students also were provided courses in speech and psychology.

The Stanford Achievement Tests were used to measure student progress in the enrichment program. During the two months of project operation, the average gain was three months in reading and four months in arithmetic. Students in advanced mathematics showed gains averaging seven months.

In another school, deaf high school students were offered vocational as well as academic courses in a summer school program. Vocational courses included art, offset printing, letter press printing and linotyping, electricity, cabinet making and upholstery, business art, power sewing and driver training and education.

Dormitory Counselor Workshop. A summer workshop for dormitory counselors was held to improve their knowledge of the educational problems of deaf children, especially in the area of communication. Topics included academic work, audiology, characteristics of a good counselor, discipline, arts and crafts, psychology of the deaf, speech and speechreading.

Improved Instruction through Video Tape Recording. Both teachers' and students' performances were taped with a video tape recorder for self-evaluation and demonstration of teaching methods. Tapes of emotionally disturbed deaf children were reviewed by teachers, counselors and departmental supervisors in an effort to improve their understanding of the children's behavior and treat their problems. The tape recorder was also used to pre-record classroom lessons, such as science experiments.

Social Hygiene. Students ranging in age from six to twenty participated in a program designed to improve social behavior, personal hygiene, ability to work with others and family relationships. Younger children received training in playground safety, eating habits and health habits. Subjects emphasized for the intermediate group were concepts of responsibility, family living and physical growth, while older students studied topics such as dating, sex education and social etiquette.

Diagnostic and Educational Services. Comprehensive diagnostic information was obtained for multi-handicapped blind children. Psychological and psychiatric services were provided, and a teacher was added to reduce pupil-teacher ratio to 5-1 for distrubed students. Progress of the students accelerated as a result of increased attention, with the greatest improvement shown in hand usage and coordination.

Educational "Prescriptions". The school for cerebral palsied children's project was aimed at development of individual educational "prescriptions" for children with organic language disorders. Emphasis was placed on designing materials to teach language handicapped children. Each child received a complete medical and educational diagnosis from a team of specialists, including a pediatric neurologist, pediatrician, child psychiatrist, psychiatric social worker, speech therapist and audiologist, language therapist and physical therapist.

Language development activities included enhancement of the children's experiences, tailoring reading instruction to individual student needs and use of a variety of teaching aids. Academic growth of the children during the one year of enrollment in the Title I project often exceeded their total growth during five to eight years of previous schooling.